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ABSTRACT

Nine Street Projects designed for the Spanish speaking and funded by Region V of the Department of Health, Education and Welfare (HEW) are examined here. They were: the El Hogar del Nino Day Care Center, Spanish-American Day Care Center, United Migrant Opportunity Services' Bilingual/Bicultural Early Childhood Center, Youth Services at El Centro de la Causa, El Centro de la Causa Library Project, Talent Search - Latino, Project Venceremos, Latino Mental Health Outreach and Benito Juarez Health Clinic. The evaluation activities were intended to provide measures of operational effectiveness and to evaluate the relative impact of project services on service recipients. The evaluators gathered the information on which this evaluation was based through interviews with administrative staff and clients of the special projects, review of existing project records, interviews with project board members and staff members from referral agencies, and site visits. It was found that, as a general rule, the nine street projects were meeting needs and providing services to the Spanish speaking which otherwise were not available, or were perceived by the clients to be unavailable or at least inconvenient, to the program participants. For the most part, the street projects were ineffective in developing non-HEW support for program continuation expansions. (Author/JM)

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VOLUME II
Of a Two Volume Report

Evaluation of Street Projects for the Spanish-speaking

Findings, Conclusions, and Recommendations

Prepared for Region V,
Dept. of Health, Education and Welfare
Under Contract No. HEW-5-73-0101

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VOLUME I: Assessment of the Principal Needs of the Spanish-Speaking in Chicago

Findings, Conclusions and Recommendations

VOLUME II: Street Project Evaluations

Findings, Conclusions and Recommendations

UD 015962

All statements contained in the report are those of the contractor and not necessarily those of the Department of Health, Education and Welfare

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STREET PROJECT EVALUATION

Overview

The evaluation activities which focused on nine (9) Street Projects designed for the Spanish-speaking and funded by Region V of the Department of Health, Education and Welfare were intended to provide measures of the operational effectiveness and to evaluate the relative impact of project services on service recipients. The evaluation was designed to produce actionable recommendations for improving project practices and procedures. The results of the evaluation were intended to assist HEW in considering whether specific projects should be continued or discontinued, but more importantly to assess the utility of the approach by which special focus, community-based programs were funded and operationalized on a short term basis. Hopefully, the operations would be long-term since the community would pick up project operation.

Background

In August of 1971, during a full Cabinet meeting, President Nixon expressed concern at the lack of effort directed on both national and regional levels toward meeting the needs of Spanish-speaking/Spanish-surnamed Americans and requested the Cabinet-level departments take action to alleviate some of these problems and conditions facing the Spanish-speaking Americans. President Nixon called on Counselor Robert Finch to work in conjunction with the Cabinet Committee on Opportunities for the Spanish-speaking (CCOSS) to head the effort. One of the first actions was to implement a series of regional conferences to review the major problems of the Spanish-speaking communities in order to determine the most feasible and effective means of responding to these problems.

The Department of Health, Education and Welfare (DHEW) was selected as the lead agency for the conference because of its extensive field organizational network. The DHEW effort included the gathering of additional material concerning the activities federal agencies have benefiting the Spanish-speaking communities in individual regions. This information was collected by the various task forces established at both federal and regional levels. It was then compiled into briefing reports which were submitted to HEW headquarters, and ultimately to CCOSS, by each of the six regions involved in the effort.

One result of the conferences and the briefing reports was the allocation of special funds for the six HEW regional offices to implement special projects for the Spanish-speaking. The funds were meant to be given to each region for use at their own discretion in funding a series of projects for Spanish-speaking communities. This was one of the first attempts at decentralization of departmental programs. In some instances, these funds were to be used to enable operating community-based activities to continue or expand their services or objectives. All the proposed projects were scrutinized with regard to their potential for future, on-going support by community groups, and local, state and federal agencies.

Scope of the Evaluation

In Region V, which received $1 million in special funds, thirteen (13) street projects for the Spanish-speaking were approved for funding. At the time of the evaluation described in this report, nine (9) were in existence and operational. This independent evaluation focused upon six (6) general areas.

1. Whether the stated program goals and objectives were measurable, appropriate, and realistic;

2. Whether the stated program goals and objectives were being met by the project;

3. Whether the program was meeting real needs which were otherwise not being met by existing agencies in the target community;

4. Whether the program was developing external funding options to continue and/or expand the services following discontinuation of HEW special funds;

5. Whether there were strengths or weaknesses in program administration and operation; and,

6. Whether modifications would be appropriate to improve the effectiveness of the project's operation.

These first five areas are discussed in general terms on the following pages. The final area is discussed separately with the context of the nine street projects.

The nine street projects included:

Benito Juarez Free People's Health Clinic
1831 South Racine Avenue
Chicago, Illinois 60608

Bilingual Day Care Center
1903 West 57th Street
Cleveland, Ohio

Chicago Public Library Special Extension Services
115 South Pulaski Street
Chicago, Illinois 60624

El Centro de la Causa Youth Services
731 West 17th Street
Chicago, Illinois 60608

El Hogar del Nino Bilingual Project
1850 South Racine Avenue
Chicago, Illinois 60608

Latino Mental Health Outreach & Training Program
340 West Grand Avenue
Detroit, Michigan 48216

Milwaukee Early Childhood Center (UMOS)
809 West Greenfield Avenue
Milwaukee, Wisconsin 53204

Talent Search, comprised of two Spanish programs:

Project Quetzalcoatl
731 West 17th Street
Chicago, Illinois 60608

Set-Go Latino
2550 West North Avenue
Chicago, Illinois 60647

Project Venceremos
8800 South Commercial Street
Chicago, Illinois

Methodology

Evaluators gathered information on which this evaluation was based through interviews with administrative staff and clients of the special projects, review of existing project records, interviews with project board members and staff members from referral agencies, and site visits by evaluators with expertise in areas appropriate to the focus of the street project. In all cases but one, the external evaluators were Latino; the exception was a bilingual

professional with an excellent background in educational programs for the Spanish-speaking.

General Findings

1. Measurability, appropriateness and realism of project goals and objectives.

A general finding concerning the Street Projects relates to the goals and objectives of the projects. Most projects had a set of goals and objectives which are so diffuse as to be meaningless, or so ambitious as to be unrealistic. Even in programs which had been in operation for one or more years, project staff had difficulty conceptualizing and verbalizing goals which were measurable and realistic. In some cases the objectives were so ambitious as to be in conflict with project objectives. For example, in one project, staff were expected to maintain a full work load at the project center office, carry out outreach activities to the community, and maintain a full program of study through a local college. It was impossible for the staff members to do all of these activities at the same time and in a satisfactory manner due to the time constraints; thus, the project found itself unable to meet its specified objectives.

We also encountered genuine resistance on the part of many staff members to dealing with measurable, operationally-defined objectives. (It should be added that this is not limited to Spanish-speaking programs, or community-based programs. Many educational and social action program staff members dislike dealing in this area.) Specific measurable and operationally-defined goals and objectives provide a basis for program comparison and evaluation -- an activity few staff members really care for. Establishing realistic and measurable goals and objectives requires a full and complete staff understanding of project operation and the target population. In order to specify how many clients per month will avail themselves of a specific service requires an action plan based on a thorough understanding of the numbers and needs of the potential clients and the number of clients a staff can effectively serve during a month. It also requires a plan for effective communication with potential clients. Inexperience about program operation on the part of the street project's directors, advisory boards, and staff members was a factor which we found in the majority of the projects. This inexperience precluded the development of realist projection in these areas. Sufficient motivation was also absent in most cases: Project Directors wanted to get funded first, and run an effective program second.

One result is overly ambitious objectives, or global objectives which defy either direct or indirect assessment. HEW must accept some of the responsibility for this situation. The proposal development stage was the time at which demands about objectives could have most readily been enforced or HEW could have worked with project staff to develop objectives which were more meaningful and appropriate.

2. Success of projects in meeting goals and objectives.

As a general rule, it was impossible to determine the extent to which the projects were meeting their goals and objectives, except in the most inferential sense.

The majority of projects lacked usable, comprehensive client records. The Benito Juarez Health Clinic was somewhat better than the others, probably because physicians, nurses and interns were involved in the client data collection and recording procedure. In the educational projects -- the three day care programs and the adult basic education project -- careful attendance records were maintained but little centralized data was available concerning the progress of the individual students. The library project and the mental health outreach project had virtually no client records; although, it should be stated in fairness to the library project, that it had only recently become operational and the Project Director was still in the process of orienting staff when the site visit took place. The reasons given for this lack of records ranged from "confidentiality of the client-staff relationship" to lack of staff, lack of knowledge about what data to collect, and the frequent response that it was "not important". This "lack of interest" in data is probably related to two conditions: the absence of specific measurable objectives which would suggest or actually define the type of data to be collected, and the lack of technical assistance or in-service training by HEW which would be most useful in assuring that records are maintained.

3. Success in delivery of services.

As a general rule, the nine street projects are meeting needs and providing services to the Spanish-speaking which otherwise are not available, or at least not as convenient, to the program participants.

a. Lack of Existing Services:

The lack of existing services is most evident in the day care programs where the families of children enrolled have neither the finances to afford private day care programs or babysitters nor the experience to organize cooperative household centers for children.

The day care programs also provide pre-school experience for Spanish-speaking or bilingual children which can be expected to ameliorate the difficulty they ordinarily experience when entering the public school kindergarten or first grade. The adult education project, designed for adults with limited oral and written skills, is one of few adult education programs available, and certainly the only one which is specifically designed for the Spanish-speaking adult.

b. Services Available:

In some cases, the street projects are providing services which are otherwise available to residents but which for a variety of reasons are not used by the Spanish-speaking residents. In the case of the medical clinic and the mental health outreach center, the Spanish-speaking client who requires these services is often unwilling to leave his/her neighborhood, and unwilling to discuss personal health matters with non-Spanish-speaking doctors, nurses, aides, or other professionals. In some cases, lack of transportation is a problem, but not an insurmountable one. At the library project, the books and materials available at the Street Project are available at other centers; however, users of the Street Project -- particularly those who are looking for leisure time and personal improvement literature -- are unlikely to make the long trip to one of the other library branches or to the main, downtown center. The Talent Search Project provides a special case in point. There are numerous Talent Search projects in Chicago. For a variety of reasons, these have become Black-dominated both at the administrative level and at the participant level. The funding of special Puerto Rican and Mexican American Talent Search project has provided a vehicle by which talented young Latinos can be identified, encouraged, and supported in higher education programs.

4. Success of programs in developing options for continuing or expanding services.

One of the important issues to HEW is the extent to which the projects have been able to use HEW funds as "seed" money to continue or expand the program services beyond HEW special funding. There are limited options open to a program for expansion and continuation. Those options which are available include the private sector, the government, and support through linkages with existing agencies.

There are three qualities which are required to develop these external sources of support: a realization of the need for funds, the availability of sufficient time to develop the sources, and the experience (or training) in developing the required approach. For the most part, these qualities were not present on the part of street project managers.

Most project directors had no experience in developing outside resources, and little knowledge about where such sources could be found. Most advisory boards also lacked these requisites. Further, project directors, by and large, were occupied with the day-to-day activities of project management; as a rule they had neither the time nor the inclination to retool themselves in the art and science of grantsmanship. Of greatest importance, however, was the fact the few directors really believed that HEW funding would come to an end. They gave "lip service" to this awareness, but did not behave in a manner consistent with that belief. Given these several conditions, the search for external sector financial support was never effectively implemented in most projects. However, there were some exceptions.

The private sector is one source of support and the programs were focusing most of their limited efforts in this direction. Catholic Charities have been most useful to several projects, particularly in Chicago, by providing facilities and operational assistance such as utilities, maintenance, duplication of materials and the like. However, the private dollar is limited and the demands upon Catholic Charities are large and increasing. Benito Juarez Health Clinic was able to obtain not only professional volunteers to man the clinic, but was also able to obtain free prescription drugs from local pharmaceutical companies. Beyond these cases, projects were not successfully soliciting private support for program continuation or expansion. We felt that private foundations, particularly those with local commitments, would be natural sources of potential support; we found no evidence of any concerted effort to approach and develop these important options.

A second area of support is from government sources at local, state and federal levels. Little evidence was found to indicate that programs had effectively exercised this option. The Latino Mental Health Outreach Program has submitted a drug education program proposal to LEAA, and El Centro de la Causa has developed an HEW consolidated grant application to incorporate the various HEW-funded programs located at that Center in order to lower overhead and indirect costs and develop a more efficient funding pattern. These efforts were

unique among the nine projects. Most project administrative staff had little information about other sources of funds from government sources. This technical assistance should be provided for programs of this type in the future.

The third source of support is through developing linkages with existing agencies to guarantee that the program's services, if not the project itself would be continued following termination of HEW funding, or to ensure that the program's services could be expanded beyond the limits of the work statement. The best example of this option was the Library project at El Centro de la Causa which was developed with the direct cooperation of the Chicago Public Library. The Chicago Public Library Extension agreed to assume all staff and to continue the Library Extension in the Spanish-speaking community when the HEW funding ended. It should be noted that this was an agreement which was developed as part of the initial application for funds, rather than after the funds had been allocated and the project implemented. Benito Juarez Health Clinic was distinctly unsuccessful in this endeavor. There was evidence that Cook County Hospital had been approached but difficulties were encountered when an attempt was made to guarantee formal, continued assistance, i.e. administrators at Cook County Hospital expressed concern about the low quality of medial care given at Benito Juarez and the lack of continuity of care. The Benito Juarez staff expressed an interest in affiliation, particularly in order to insure that a staff of qualified physicians and interns were continuously available, but were concerned that the Clinic would lose some of its "autonomy". The Latino Mental Health Outreach Program (LMHOP) was attempting to affiliate with several local colleges on the basis of exchange of credits for experience (that is, offering a field work opportunity for students in social welfare in exchange for volunteers who would get credit from the local college.) Additionally, LMHOP was attempting to develop Latino professionals and para-professionals who would, in turn, be employed by the existing and established agencies in Detroit.

The day care programs have nowhere to turn for affiliation. Day care centers in existence are either privately funded for parents who can afford day care services, federally funded for parents who cannot afford day care services, or cooperatively operated for parents who pay a small fee and provide in-kind contributions to the program. Few parents served by the three Spanish-speaking day care programs can afford either the first or last option; federally funded programs are their only alternative.

It appears that if all HEW special program funding were terminated, the project with the highest possibility of continuation is the Spanish-speaking Library Project, and possibly the Benito Juarez Health Clinic.

5. Strengths and Weaknesses of Program Operation.

Two weaknesses of program operations were discussed above: lack of measurable and realistic goals, and the lack of any systematic record keeping procedure which would be useful in assessing the extent to which the objectives/goals were being reached. Several other factors deserve comment.

A phenomena which is related to both lack of objectives/goals, and lack of records is the general lack of clarity about specific job descriptions in the various projects. For example, Project Venceremos, the adult basic education project, had job descriptions for only the Project Director, for whom the description was very general, and the Counselors. Benito Juarez Health Clinic had two directors (an internal director or Project Coordinator, and an Executive Director) on salary. After a time at the project, there did not appear to be any major differences in the responsibilities. Job descriptions are important for several reasons. First they communicate between the employer and the employee what, specifically, is expected of the latter. Second, they allow an outside evaluator to estimate the degree of accountability a specific employee has. Third, they provide the area in which specific program goals and objectives can be assessed in terms of the responsibility for delivery. These project descriptions did not exist. Their lack of experience added difficulty in determining the effectiveness of individuals in their particular job roles. Streetworkers in the Youth Services Project reported that "it was not in their job description to keep written records of their outreach activities". Technical assistance by HEW should have ensured that such job descriptions were developed and available.

At a higher level, the lack of job description affected the ability of Project Directors to function. Most project directors had little or no formal training and little or no experience in administration. In attempting to reconstruct the procedure used in selecting project directors for the Street Projects, it appeared that the basic criteria were, in order of their importance:

1. Spanish heritage;

2. sympathy to the philosophy of the program;

3. Speaking fluent Spanish and English; and

4. having qualifications consistent with the position requirements.

Sometimes an individual met the first three criteria and was employed as Project Director. Later, if he/she was found to be unable to meet the responsibilities of the program demands, all kinds of internal manipulations were utilized to retain the individual in the program: joint directorships, co-directorships, new assignments, reassignments of job responsibilities, and the like. It is a fundamental rule of management that requires that individuals be found to fit a position rather than rearranging job responsibilities to fit individuals. There is something to be said for an agency or a project which goes to extreme lengths to manipulate job responsibilities in a manner which will prolong the employability of an employee when the project does not suffer as a result. (This is not good management, but it is humane and often is a political requisite.) When an agency or project chooses, or is forced, to operate in this manner, attention should always be given to in-service training for the employees to guarantee the best productivity for the project, and to enhance his future employability and general administrative capability. It is difficult to identify who is precisely at fault when this in-service training is not provided. Boards tend to be advisory and ordinarily have little or no administrative experience or competence. Staff turnover can be expected to create discontinuity for a project, but effective staff in-service training and a better understanding of individual roles and responsibilities will ameliorate these problems. The HEW Project Officer is probably the individual who is in a position to recognize the difficulty and who can encourage, if not demand, that appropriate measures be taken.

It was also noted that those Project Directors who appeared to be, or were reported to be, the most effective tended to leave for different and usually higher salaried or more responsible positions. It seems a certainty that the special focus street projects provided a visibility and an area in which a Project Director or other Spanish-speaking staff member could demonstrate competence; as such the street projects served as an effective stepping stone for upward employability.

The lack of quality, programmatically useful technical assistance was apparent at most projects. Because of its relationship to the Chicago Public Library and the level of training of the Project Director, the Library Project appeared to be least in need of technical assistance, but even in this program the project director evidenced difficulty in getting the program organized and making it operational. Where street projects had solicited and contracted for their own technical assistance, project directors often went to members of the advisory board, former associates, friends, or friends of associates. Often technical assistance was purchased from individuals who had helped write the original proposal. In very few cases did we find technical assistance being directed toward the basic problems of the project: the development of outside sources of funds and the internal management and administration of the project. HEW appeared to be singularly lax in this area. No project director was able to comment upon specific technical assistance obtained from HEW after the initial grant application was finally revised and accepted. Most project directors complained of the problems associated with various HEW-initiated site visitations, evaluations, and audits. No project directors saw these visits as being useful to them in any programmatic sense. The project directors were not without blame in this regard. None could specify any cases where they had requested -- but not received -- technical assistance from HEW. As a general conclusion, it appeared that most project directors did not view HEW as a source of anything but money and difficulty. Any difficulty this dissonance may have provided was quickly mediated in favor of maintaining the funding relationship. It was our opinion that HEW had two responsibilities in this are which were not exercised. First, HEW should have educated the project directors as to what technical assistance it was capable of providing. Second, HEW should have identified needs the projects were experiencing and provided or encouraged technical assistance which was not requested.

Organization of the Street Project Evaluation Reports

The nine (9) street project evaluation reports are presented in the following order:

The Three (3) Bilingual Day Care Programs

El Hogar del Niño Day Care Center -- Chicago

Spanish-American Day Care Center -- Cleveland

United Migrant Opportunity Services
Bilingual/Bicultural Early Childhood
Center -- Milwaukee

The Two Projects Administered Through El Centro de la Causa

Youth Services

El Centra de la Causa Library

The Two Projects which have Components at El Centro de la Causa

Talent Search

Project Venceremos

The Two Remaining Projects which dealt with Health and Mental Health

Latino Mental Health Outreach Program -- Detroit

Benito Juarez Free Peoples Health Clinic -- Chicago

El Hogar del Niño Day Care Center
1850 S. Racine Ave.
Chicago, Illinois

Brief History of Project

El Hogar del Niño is now beginning its third year of operation. It was initiated through the efforts of the then pastor of Emmanuel Presbytarian Church with the assistance of a member of the Education Department of the University of Illinois. Both are no longer in the area. Three present Child Development Workers have been with the Center from its inception.

Because of numerous problems in meeting certain licensing requirements for the physical plant, grant monies were not immediately obtained. As a result, the three workers worked without pay for close to two years. This high degree of commitment is apparent in all the staff members as will be evidenced by a more detailed description of staff activities. Until the time the proposal was funded, El Hogar del Niño existed solely through the support of the Presbytery of Chicago, community donations and volunteer staff. There is currently a building program in progress for new classroom facilities which will be occupied in the last week of January. At that time, the enrollment quota will be set at 80 children and additional instructional staff will be employed.

Goals and Objectives

The project goals as stated in the proposal are:

1. to develop and demonstrate model methods of early childhood education with bilingual children;

2. to develop a parent involvement program that will enhance the parent's ability to facilitate their child's growth and development; and

3. to encourage community development and control by increasing the parents' and staff's competency to deal with social institutions.

Organization and Staff

El Hogar del Niño is located in the Pilsen area of Chicago. The population of this area is predominantly Mexican American. The center is currently serving a total of 37 children in two shifts. The morning shift runs from 8:30 - 12:30, the afternoon shift from 12;00 - 3:30. However, the staff is available to receive children as early as 8:00 and keep them until 4:00. The morning children are given breakfast plus a mid-morning snack. The afternoon children are given lunch plus a mid-afternoon snack.

All of the children (except for one Black child) are Mexican American. Of this total, seven attend on a full day basis, while the others attend on a half day basis, 19 in the morning, 18 in the afternoon. Those children who attend the entire day do so because both parents work and providing a sitter would create a great financial hardship.

All of the staff have high school diplomas, except for one who has a G.E.D. They have had no college training, and up to now considered it quite removed from their reach.

The age distribution of the children in the center is 22 four year olds, six three year olds, and one six year old. Up to now, priority has been given to four year olds so that they can be given help in learning English before they enter the public schools. Now that the center is expanding, this priority will shift to three year olds so that there will be more time to extend their language abilities, both English and Spanish.

At the present time, the Center's paid staff comprises the project director, a secretary, one head teacher, two teacher aides, the social worker, a cook and a custodian. Three parent volunteers come in on a regular daily basis: one in the morning, one in the afternoon, and one during the noon hour in order to allow the teachers to have a full one-hour lunch break. Other volunteers come in to assist on a less regular basis. All of the staff members are bilingual, except for the cook who is monolingual Spanish. Since the teaching staff is recruited from the community, they are required to understand and use the dialect of the children. They are thus able to communicate effectively not only with the children, but with the parents as well. This has been an important factor in contributing to the success of the community involvement component of the program.

In the initial phase of the organization of the center, some technical assistance was provided by HEW. HEW provided leadership in developing the community involvement component, setting up staffing patterns for the project, and interpreting HEW guidelines for project implementation. Little HEW-based technical assistance has been provided since then.

Admission

The criteria for admission into the center are: 1) residence in the district, and 2) income at or below the poverty level. Those who meet this criteria are received when slots become available, although as previously mentioned, priority is given to four year olds and to those who would experience hardships if some type of day care is not provided. There is currently an estimated number of 50 children on the waiting list. A substantial number have had to be denied admission because they do not meet the poverty guidelines, although they are enduring economic hardships. It is the opinion of the project director that the children from these families experience the same type of difficulties (poor command of the language of instruction in the public schools, lack of the types of experiences that the public schools values, etc.) as those who do fall within the poverty guidelines. The Director expressed the wish that it would somehow be possible to admit them into the program.

Enrollment

Enrollment is relatively stable, and dropouts occur, for the most part when the child enters public school or when the family moves away. In a few cases, lack of interest on the part of the parent or guardian has been seen as a factor in causing some children to drop out, such as the case of the child who was sent home until she was free of head lice. Medication was provided for her, but the mother did not continue the treatment. Other cases involve the parents' not getting the child ready for school or taking advantage of free transportation of the child to the center, provided as an extra service by staff members.

A child, once accepted for admission into the program, must receive a medical examination before attending the center. This is given free of charge in the medical clinic provided through the neighborhood service organization. Free dental care is provided through an arrangement with the University of Illinois Dental School. The children are transported to the dental clinic where they receive thorough dental check-ups and any necessary dental work. As part of this program, the director of the center has arranged to have a parent education program in which the parents are instructed in the importance of proper dental care and diet for their children. This is done at the El Hogar Center by a staff member of the dental school.

Curriculum

The curriculum is based primarily on the Southwest Educational Development Early Childhood bilingual materials. This is used in combination with some Montessori materials and techniques. The bilingual program is described as one in which the first language is maintained at the same time the second language is introduced. Emphasis is given to inclusion of the child's culture through stories, music, games and other activities.

Findings

In developing a program of instruction there are several factors which contribute to an effective program. The most important are: physical facilities, curriculum and staff. These areas will be examined below with an appraisal of how effectively these are geared to carrying out the first objective of the program at El Hogar del Niño.

Physical Facilities

At the time of the site visit the physical plant, located in the basement of the church, was generally inadequate for the number of children being served presently. Following the site visit, the program moved to new quarters. The new plant is spacious, with large windows and good storage facilities. Because children work in small groups at different work centers, traffic patterns appear to flow smoothly. Children are given a great deal of freedom of movement, and except for the 15 minute period of language lessons the grouping is fairly flexible. For the language lesson, the children are grouped according to level of proficiency in Spanish and English, and are expected to remain in that group during that period.

The Center's arrangement encourages or discourages participation in activities. At El Hogar, there is a sandtable which is easily accessible and has a number of different sizes of empty cans so that children can experiment freely. One can usually see two or three children at this area. On the other hand, at the time of the site visit there was no participation in the painting area. This was because one easel and the paint and paper are not easily accessible. The children's art work is displayed high above the children's eye level. Moreover, the art work that is on display consists of cut-out and coloring patterns, or of highly stylized drawings which indicates that pre-set or dictated norms of drawing are used.

This attention to allowing children to experiment and create in a variety of media can certainly be considered a weakness in this aspect of the program. On the more positive side, the interest centers that are present are organized into functional areas easily recognizable by the children such as library, block building, and the like.

The arrangement of several of the learning centers in relation to each other should be changed. For example, the library area is placed between two very noisy areas: the playhouse area and the block area. A more usable location for the library would be in an area where there is less noise.

Although the program proposal states that Montessori techniques will be used, the investigator saw very few of the didactic materials which are designed to carry out this intent such as geometric solids, tying frames, graduated cylinders, sandpaper tablets, etc. There are some rectangular and square blocks. This, plus some books designed to develop some sensory areas, such as touching, smelling and some motor skills -- The Button Book, Tying Bows, etc. and a few geometric insets appear to be the only concessions to the Montessori approach.

Curriculum - The Model

Perhaps the greatest weakness in the total curriculum is that the attempt is being made to be eclectic, but the result is hodge-podge. For example, the structured approach of the Southwest Educational Development Laboratory (SWEDL) materials is supposedly supplemented by Montessori techniques and methods, plus utilizing the children's background experiences and language. However, there is very little understanding of what the Montessori method is and how to utilize the environment and materials to carry out a Montessorian program. Therefore, most of the activities have no definite objectives and become meaningless exercises. Unbridled license is mistaken for free choice. During the self-selection hour children are allowed to careen wildly through the center of the room in tricycles, children playing with toy trucks weave dangerously through the tricycle traffic and children playing with blocks.

A definite plus is the utilization of the child's dialect in the informal activities of the classroom. The teachers interact in a very natural manner with the children using the language which is familiar to them. In one particular instance, one of the teachers was reading a story in Spanish to a small group of children. As she read she substituted words which were familiar to the

children and related the story to incidents in the children's environment. The children were thoroughly involved in the story, contributing comments on the events taking place and asking interested questions.

The Southwest Educational Development Laboratory (SWEDL) bilingual preschool materials serve as the basis for the program. The SWEDL materials are based on the assumption that children who come from ethnically diverse backgrounds are also deprived of certain cognitive skills. Therefore, these materials consist of highly structured lessons which are designed to teach or develop these skills. There is a great deal of repetition, the language is highly stilted and makes use of highly abstract colorless and uninteresting illustrations. Little use of concrete materials is made or called for in the lessons. The investigator observed several lessons in which the children were highly unresponsive and totally uninterested in the proceedings. The teacher had to keep prompting the children to pay attention. One of the lessons had to do with articles of clothing. The children had to repeat answers to questions made by the teacher -- "Que es esto?" "La blusa." "Y esto?" "La camisa." "Para que lo usamos?" "La ropa." It was quite clear that the concept which the teacher was trying to put over -- that clothing serves a protective function -- entirely escaped the children.

The teachers say that the materials in their original form were too structured and too difficult for the children and that they have had to adapt them to fit the children's needs. However, they are happy with the materials and feel the children are learning a great deal.

Recommendations

More effort should be made to organize and use the child's immediate environment and experiences to develop concepts and extend the child's language both in English and Spanish.

There should be provided varied opportunites for children's active participation, experimentation, and problem solving within the context of a structured organized setting and program.

If the SWEDL materials continue to be used, then rather than using the sterile pictures provided, concrete objects that can be manipulated should be used and relating the ideas to meaningful experiences within the child's environment.

Staff

Perhaps the greatest strength lies in the staff itself. The staff members, without exception, are vitally committed to the success of the program. They are from the community, therefore, know the children, their families, their background. They hold similar values and communicate easily with the families.

The project director, although she is non-Mexican, has a great deal of sensitivity and understanding of the people in the community. The social worker spends a substantial amount of time in the classroom observing the children so that she can be an effective liaison between school and home. The secretary, also, is in and out of the classroom, and the children feel quite comfortable in visiting with her in the office. The cook makes a special effort to prepare meals which the children are accustomed to eating at home. She fixed such dishes as arroz con pollo, tacos, tortillas, etc.

The feeling generated by the staff is one of affection, warmth and total acceptance of the children. But, as pointed out earlier, the teaching staff has many deficits in its training in areas such as child development (such as the fact that at certain levels of development the child cannot sit still for a 15 to 20 minute lesson, that teaching to a large group of three and four year olds is seldom effective, etc.), teaching methodology, utilization of materials, curriculum implementation. If the curriculum is to be effectively implemented, the staff must receive guidance and training that can be specifically applied in the classroom.

Parent Involvement

The program is eminently successful in achieving success in the parent involvement area.

During the three day period in which the program was visited by the evaluator, there was a steady stream of parents coming to the center. They would visit in the classroom and watch their children in different activities. Others came in to volunteer their help in the numerous tasks which needed to be done in order to have the new building completed by the dedication.

During the many interviews with parents conducted during this time the main feeling expressed by the interviewees was the sense of participation they felt in the program. They felt free to come in during the day, and during the meeting of the parent council felt free to make suggestions and take an active part in deciding policy.

Notices of the meeting were sent out in both Spanish and English, and in addition, a translator was provided during the course of the meeting. This was not needed for the greater part of the meeting, since most of the business was conducted in Spanish.

Items discussed at the night meeting were: Purchasing of a new refrigerator for the center, decision on how best to use money raised at a recent bazaar, whether to make application for continuation of grant and whether released time should be given the three teachers and secretary to attend classes at the YMCA Central College. This last item generated a heated discussion. A few did not like to idea of the three teachers taking off every Friday to attend meetings. However, the majority prevailed, stating that it was essential that these four people should receive more training so they could be more effective in their roles and so that they could obtain employment when and if this project should end.

Also decided at this meeting was on the hiring of an additional teacher aide. The two candidates were interviewed by those present and they made the choice that same evening.

The large attendance of both male and female members of the community indicated great responsiveness on their part, plus a feeling of this program as being community-based. Many of those present at the meeting did not have children attending the school but, nevertheless, they are interested in the development of the center.

As mentioned previously, the director has also made plans for more involvement of parents in the child's development by having experts on dental care, diet, nutrition, and other areas speak to parents at future meetings.

Those community members interviewed are highly satisfied with the program and see it as very effectively serving the need to maintain the Spanish language skills of the children, and at the same time teach the skills in English and help them acquire other skills they need to succeed in school.

Community Development and Control

One objective of the program is to encourage community development and control by increasing the parents' and staff's competency to deal with social institutions. This objective is also being met.

The social worker has been particularly effective in helping the community deal with social institutions. He thoroughly involves himself with their concerns and not

only refers them to the proper agencies that can provide for their needs, but accompanies them and gives them support and guidance. For example, he accompanies parents to apply for food stamps or to the medical clinic, hospital, or other agencies.

Additionally, the project director has sought and obtained scholarships so that the three teachers and the secretary can attend the YMCA Community College. Knowing that these four individuals are insecure and anxious in these new situations, the project director accompanied them to registration, assisted them in filling out the various required forms, and is commited to assisting them to resolve any problems which arise as the semester progresses.

Already there has been a great feeling of accomplishment on the part of the staff that they had a great part in keeping the project functioning during its early struggles. As a result they have gained self-confidence and are now more secure, personally, as they confront new situations.

SUMMARY

It seems apparent that the program is having a great deal of success in meeting at least two of its goals, those having to do with community involvement and enhancing the ability of the parents and staff to cope with other agencies. However, the instructional aspect of the program is limited due to the lack of background and training on the part of the teachers involved, and also to the project director's inability to provide this guidance. The administration of the program alone is sufficient to absorb all her time and attention. She has expressed inadequacy in the area of curriculum and methodology, and would like to have someone with more knowledge and experience in this area to provide guidance for her teachers.

The research and evaluation component of the total program is vague and ill-defined. The original proposal called for pre- and post-test testing of the participating children in order to estimate progress made. Apparently the bulk of the data which has been collected is in the hands of a consultant to the program who is currently on assignment to Guatemala. We were unable to determine definitely whether or not, or when, the consultant intends to return to the Chicago area.

Some pre-testing has been done, but is not being continued. However, it is difficult to see how the effectiveness of the instructional program can be evaluated completely without this data. Apparently the evaluation of the program will be descriptive rather than one based on comparison of groups.

An additional weakness is the scanty amount of recording and documentation of the various developments in the project. There is very little information available in each child's file. There is only a developmental history taken prior to entry and a medical record. Neither is there adequate documentation of the social worker's activities. He admits that he falls down on this aspect.

Summary of Recommendations

1. There is a definite need to provide more in-service training to Project Director and staff in the area of curriculum, methodology, and child development.

2. The project director should direct her efforts to the administration of the program and coordinate the numerous activities involved in implementing goals one and three of the program.

3. There should be either a consultant or a staff member who could serve as curriculum coordinator to provide on-going leadership and guidance in introducing appropriate method and instructional materials into the program and to implement goal one of the project proposal.

4. There is a definite need to document and record the program's activities -- 1) anecdotal records of each individual child's progress and adjustment -- cognitive, social, emotional, physical. 2) Enumeration and description of the various programs that have been presented to the parents -- such as that on dental care, nutrition. 3) Written description of the role and activities the staff members are playing in helping the community as well as other staff members in meeting the last two programs goals. This could include a description of the project director's efforts to obtain scholarships for some of her staff members and other similar activities.

5. Apparently, the evaluation plan has been altered since it was described in the proposal. Therefore, a description of how the evaluation will be accomplished, plus a description of the data already gathered and how that will fit into the total plan should be given.

Spanish-American Day Care Center
1903 W. 57th St.
Cleveland, Ohio

The Spanish-American Day Care Center is located in Cleveland, Ohio and is funded with $118,000 from HEW during the period of July, 1973 to August, 1974. The Center serves approximately 60 children of bilingual/bicultural origin, most of whom are Puerto Rican. The Center has approximately twelve (12) staff members to conduct its activities.

Goals and Objectives

The goals and objectives of the Spanish-American Day Care Center are:

1. To develop the skills by which the Spanish-speaking child will succed in school by:

   a. developing the ability to function comfortably and competently in English as well as Spanish, and

   b. developing the ability to function in group situations which the child will encounter in school as well as in their Spanish-speaking home environment.

2. To provide an environment that will encourage exploration, curiosity, and creativity.

3. To evaluate the relevant effectiveness of the bilingual and multi-cultural setting as it relates to preschool development of the Spanish-speaking child.

4. To offer consultant services to other day care centers regarding appropriate methods for serving Spanish-speaking children and their parents.

5. To give the child access to an increased number of staff who possess relevant competencies, e.g. fluency in Spanish and English, and sensitivity to both Puerto Rican and "American" cultural norms as they affect young children.

6. To select and train staff members to carry out this program and to work effectively with parents and other community members.

7. To provide a home learning program for the child which:

a. gradually introduces the child and parent to the school situation.
b. gives parents an opportunity to evaluate and influence the learning situation.
c. will distribute materials conducive to learning.
d. will be supplemented by a regular newsletter.
e. will provide parents with training in child interaction techniques.
f. will initiate the provisions of essential social services.

Organization and Staff

By design the day care center is divided into three (3) age groups for instructional purposes. The first group is made up of children who are 3 years old. During this year the language emphasis is on Spanish with most all instruction and activities being conducted in Spanish. Little or no English is used for instruction during this year. The second group consists of 4 year old children. At this level the children are supposed to receive a curriculum that is approximately 50% in English and 50% in Spanish. This, however, does not hold true in practice. The children do seem to receive more English at this level but Spanish is still the dominant means of instruction. The third group is the 5 year old group where the main emphasis is designed to be placed on English. In practice very little English is used, with most of the instruction still being done in Spanish. If the design is to give the bilingual children skills to succeed in both English and Spanish, very little is being done to develop the oral English skills of the students.

It was apparent that all of the 5 year old children possessed facility in Spanish (with the exception of one child who had general language development problems). Therefore, it would seem that in keeping with the objective (1A) more English should be stressed during the latter year to truly help the child develop competency in English readiness skills so that he/she can more easily make the transition to the non-bilingual classroom. This would seem logical since there are no bilingual programs in the Cleveland area at this time that would academically build upon the Spanish language skills developed by the children.

The children had an opportunity to become familiar with pre-school activities. The children move freely around the room and engage in learning activities that will prepare them for their kindergarten experiences. The children definitely work well and seem to have a very good self concept of their Spanish-speaking background. A great deal of credit must go to the classroom teachers who create a free and encouraging atmosphere when it comes to their Spanish-speaking home environment.

Staff

The teaching staff consists of 3 teachers and 3 teacher aides. Of the three teachers, only one could be called truly bilingual. The other two teachers definitely perform more comfortably in Spanish. In terms of good English models only one would fall into this category. As far as the Spanish model is concerned, all three teachers are completely fluent in Spanish and serve as excellent models for the children. Of the three regular teaching aides all possess good fluence in Spanish, however, only one of the three is fluent in English. One of the aides speaks very little English while the other speaks virtually no English at all. This situation creates a strong Spanish language and cultural environment, yet leaves much to be desired for the "American" culture and language experiences that the children will face in the regular school system.

The staff has had little or no training in early-childhood education. At present there are some efforts being made to offer in-service training workshops from Case Western University in Cleveland. The workshops seem to be irregular and do not reflect the bilingual/bicultural emphasis needed by the day care teachers. Staff training in bilingual education would be extremely difficult since there are no acknowledged experts in the field in the Cleveland area. Therefore, the Spanish American Day Care Center has chosen to utilize the services of the Puerto Rican Association for Community Affairs (PRACA) in New York for curriculum assistance which will better aid the staff in carrying out the instruction goals of the program. Once a curriculum has been established, more relevant staff development objectives can be met.

Curriculum:

This is one of the weakest areas of the program, but probably the most difficult to develop. Considering the limited amount of funds available to the Center, the teachers are doing a remarkable job working with the children. However, a sequence to the materials and activities, used by teachers, must be developed. Activities are presently being performed in an isolated manner, with little carry-over from one activity to another. This is a generalization, however, activities such as large muscle control and small muscle control are not coordinated in the present curriculum design. With the added services of a PRACA project the need for a formal curriculum should be solved. The PRACA program is designed to add the sequencing needed in early childhood education and will also take into account the bilingual/bicultural nature of the program. The program design should also make planning much more simple for the teachers since much of the material will be planned for them. One recommendation would be to make weekly lesson

plans available to the director of the Center so as to assure sequencing, and organization between the classrooms. Knowing what the other classrooms are doing should help both director and teaching staff and can add guidance to lesson planning. The teachers must also have a time during the day to plan. Presently, the time designated as the rest period for the children is used for the teacher's planning time (approximately one hour). This period is being used more as a resting period for the staff than for planning. This part of the day must be utilized more by the teachers. Perhaps moving the planning period to another part of the day would help. It is important that formal daily planning must take place sometime during the day.

Findings:

At present the Spanish American Day Care Center is void of a working curriculum. Therefore, the academic environment is lacking general early childhood sequencing activities which would encourage exploration, curiosity, and creativity. The center is working remarkably well considering that none of the teaching staff has had formal early childhood training, and only two of the teaching staff have a four-year college degree. Due to the lack of guidance that would be given by a planned curriculum much of the general atmosphere of the activities tends to be of a baby-sitting nature. Lack of funds does add to the already difficult situation. The rooms are generally lacking a sufficient number of books, materials, games which makes it much more difficult for the classroom teachers to plan for her activities for the children.

In terms of self-concept development, the activities and language media that the teachers use (Spanish) combined with the activities that help the children understand more about their background, is extremely positive and encouraging to see. These children have no problem with self-identity and much of the credit must go to these teachers and their understanding of the child's needs and home background.

The Center is in the process of testing the children who have graduated from the Center as opposed to those who did not, yet come from similar bilingual backgrounds, to determine if the bilingual pre-school experience played a significant part in the success/failure factor of the child's school experience. This is the first year the study can be made since the Center has only been functioning under a federal grant for a year and a half. Data can now be gathered.

The Center is not in the position to offer formal consultant services at this time. With the development of the planned program in curriculum and staff development the Center could prove to be a valuable resource area and service giving organization. However, at this time it must still concentrate on its own development.

Most of the parents of the Center either must work or have other children at home which makes it very difficult for parents to visit the day care center or become actively involved in the administrative (Parent Advisory Committee) part of the program. The general philosophy of the Puerto Rican parent is to give the school full responsibility for the education of their child. This cultural element is apparent in the parent involvement aspect of the project. There are however, a few parents who are very much active in the program and who are beginning to involve others.

What makes this program so unique and worthwhile is that almost all of the people involved with the Center are of Puerto Rican background. Parents, can identify with the staff. The staff itself has a stake in the success of the Center and understand, many times first hand, the financial, social, and educational needs of the parents.

The parents have formed a Parent Advisory Committee made up of 12 members who advise the Center's staff of the concerns of the parents. This committee meets every Wednesday and discusses the needs and direction of the Center. Considering that the general attitude of the Puerto Rican parent is to leave educational matters in the hands of educators, the parents do feel strongly about keeping the Center a viable part of their children's education and do take an active part in giving the center administrative direction. In addition to the other people or organizations mentioned there is a social worker who works with the personal needs of each individual family. The social worker makes from 6-10 visits/week to the homes. Most of the parents are on food stamps while a few receive Public Assistance. The social worker herself is Puerto Rican and has a good understanding of the parents' concern that may require the aid of a qualified person with English oral skills which the parents themselves may be lacking. In such cases the bilingual social worker is a much needed member of the program and its objectives.

The teachers work extremely well with the parents. Parents can readily identify with the staff since all staff members are of Puerto Rican background. Of the parents who came in during the evaluation, all spoke

comfortably in Spanish with the staff which created a less threatening environment for the parents who generally come from low-income backgrounds and/or who have just come to the mainland from Puerto Rico. Of the parents who are not Puerto Rican, common language, and interest in their child seems to override all other factors.

Recommendations

Parent Involvement:

The program provides for a gradual introduction into the school system for the parents. Registration procedures are learned; the parents take and pick their children up from school. Some must prepare their child for the bus (40% of the children are bused to school). A general school atmosphere does exist where the staff is completely bilingual and who can offer personal assistance when the child transfers into his kindergarten year.

The parents do not, however, actively participate in the evaluation or general development of the program. Culturally this is not the role of the Puerto Rican family and this cultural carry-over applies to the Spanish American Day Care Center. Few parents speak English. Few have a high school education. Most are from the lower income bracket. Understandably so, the parents do not get involved with the program educational design. Yet it is very obvious in talking with some of the parents, they are extremely concerned that their children retain the cultural and language identity and the the Center focus their concerns on meeting this request. Parents do come in from time to time to assist in the classroom. This is done on a very informal basis. Very little, if any training is given to the parents. Parents seem to be satisfied with allowing the Center staff to handle the educational aspect of the program.

Staff Development:

A more formal and regular in-service workshop series must be developed. In order to provide the Center's teaching staff with the needed skills to work with the children in the day care center. Workshops should include both the teachers and the teacher aides. Efforts should be made by the Center's administration to seek out faculty members at Case Western University who would have the expertise in the area of early childhood education. Even though there are no members at the university who have a working knowledge of early childhood bilingual education, the Center's staff is generally lacking basic skills in early childhood education teaching techniques and curriculum development. An alternative could be to locate a graduate assistant who could serve as the instructor of the workshops and who could work out an independent study

arrangement with the faculty to receive course credit for his efforts, thus having a personal commitment to the success and the content development of the workshops.

Career ladder arrangements for the teaching staff could also be made with the local institutions of higher education. Working arrangements with local colleges and/or universities would enable staff members to take courses toward their degrees. Credit could be given in the area of field experience for the work done at the day care center.

In addition to the immediate staff, monthly workshops could be held by the staff for parents of the children attending the Center. If parent involvement in the educative process is to become a reality, then an effort must be made to involve the parents in the educational activities and goals attempted at the Center.

Once these areas have been initiated, special bilingual education consultants can be brought in to give occasional workshops that can be integrated with the skills achieved in the regular in-service program.

Communications:

The Center is in need of a regular newsletter that would better inform the parents of the activities and services of the Center. The newsletter could be the responsibility of one or more of the parents with the responsibility rotating from time to time to include as many parents as possible. This newsletter could be sent to all persons and organizations in the community and city who might be interested in the Center's activities. The more parents that know what is going on, the better the chances are of getting them involved.

English As A Second Language:

The program is in need of an ESL program that can concentrate on the English language needs of special children. It was obvious that there was no special emphasis given to children who do not speak English well, or at all. The fact that the child can communicate well in Spanish can create a false sense of communication since the child will not experience this (Spanish) when he attends kindergarten. This is not to say that he must neglect Spanish and concentrate only on English. This is to say that children who have this individual need (English) should be provided for in the Center's curriculum. If the proposal calls for "preparing children to function confidently in both a Spanish and English environment", then the child's needs must be assessed and the proper instruction to meet those needs must be given. This concern was expressed by several staff members.

EVALUATION SUMMARY

Overall, the Spanish American Day Care Center is an effective educational component of the Cleveland community. The fact that is is the only one of its kind in Cleveland makes the Center an even more needed program. The 30,000 plus Spanish-speaking that live in the Cleveland area need a program that provides the children with positive bilingual/bicultural early childhood education.

The strength of the program, lies in the support of the Spanish-speaking community and with the working efforts of the staff of both the Spanish American Day Care Center and the Spanish American Committee for a Better Community. All have a personal stake in the success of the project and all have a good understanding of the needs of its clientele.

The children at the Center are clearly benefiting from the day care experience. They speak freely in their language(s) and the entire atmosphere of the Center, from the food the children eat to the staff members themselves, creates a positive model for the Spanish-speaking children.

UMOS Bilingual/Bicultural Early Childhood Center
809 W. Greenfield Ave.
Milwaukee, WI 53204

Background

The United Migrant Opportunity Services' (UMOS) project was established in Milwaukee in 1969 as a demonstration and research project for Latino pre-school children between the ages of three and five. Seventy-five (75) primarily bilingual children are participating in the program. The Center was designed to serve as a resource and training center for other bilingual/bicultural early childhood programs in Milwaukee.

Goals and Objectives

The goals of the UMOS bilingual/bicultural early childhood center include:

1. To maintain, develop, and provide a positive environment for retention of the primary language and culture (Spanish) and to acquaint the child with English.

2. To include parents in the education of their children and to help parents function and take advantage of community services such as family health check-ups and educational opportunities for themselves and their children.

3. To develop a comprehensive curriculum uniquely adopted to the needs of the Latino child.

4. To serve as a resource and training center with a special emphasis in attracting male staff who are interested in bilingual/bicultural early childhood education.

Staff

Only one of the teachers -- an Anglo with Spanish-speaking ability, has a college degree. It is the UMOS's administration's position, and one with which we agree, that one can be an effective educator in a program of this type without a college degree.

The staff are dedicated to their tasks and are demonstrably effective. The director has indicated that during the past year local technical assistance has been provided and professional growth on the part of the staff has been observed. The faculty meets once a week to plan curricular activities and monthly calendars. Teachers in the program submit weekly lesson plans to the director, and provide her

with a monthly class and activity report. These are retained in the central office and were reviewed by the evaluation staff.

In spite of its specific goal, UMOS has been successful in recruiting only one male to work in the classroom. He is assigned to the three year old group and our observations indicate that he relates effectively to the children.

The social worker keeps thorough records of parent contacts, home visits, children's health records, applications for the program etc. Records are also maintained concerning parent contributions to the program. These contributions are found at two levels: volunteer participants who work in the classroom as teacher aides, monitors, playground supervisors, etc., and parents who support the project in other ways (e.g., hosting, or contributing to bake sales to obtain funds for additional, special activities or materials).

A consultant from the University of Wisconsin-Milwaukee has been quite active in staff in-service training. She has provided technical assistance in bilingual curricular development and in assisting the staff to develop or obtain material suitable for the pre-school age group. This consultant is assisting the director and staff in developing the workbook specified in the proposal.

Curriculum

The Center's day begins with a teacher or an aide accompanying the bus driver in picking up the children on a regular scheduled route. When the children arrive at the Center, the staff meets them at the door. This seems to be a regular routine because the children sought their teachers on their way into the building. The children seemed to enjoy being there by the way they went about getting to their rooms and to their tasks.

The class atmosphere is open, and the children have the opportunity to select from the wide variety of activities that are provided them, such as playing house, working with puzzles, and playing with blocks. During the morning break the children helped to distribute snacks.

During the two days of the observation the children did not participate in outdoor activities because the weather did not permit it.

A developmentally sound idea seen in this project by the observer is that the project staff encourage the five year olds, for example, to participate in the serving of their own meal.

In spite of some very obvious space and design limitations in the building in which the program is housed, the staff and children seem to be adapting and making maximum use of the available space.

Parents

Parent participation seems to be as good or better than can be expected in projects of this nature. The parents with whom the evaluator spoke were pleased with what the child development center was doing for their children. Among comments heard were: "My child and my family didn't know any English and now he speaks English very well," "The children speak better Spanish than we do at home," "My child did not have to be placed in a special class when he entered first grade," "The child development center has really helped my child in many ways, for example, she could not play with other children and now she loves to come to school."

The teachers as well as the parents have very positive feelings about the progress last year's 5 year olds have made in the public school. The parents have been quite active in the matters of the child development center. For example, they talked about special activities they had had such as a Halloween carnival, field trips to different places, a Mexican dinner and a fiesta. A note of interest is that almost without exception, parents found out about the project through word of mouth. Public communications media seemed to play an insignificant role in alerting the community to the Center's service. However, word of mouth communications have created an expanding waiting list. At the time of their visit the social worker listed 29 children on the waiting list. She was confident that at least 100 more children could use the type of day care services in the target area.

Recommendations

Seminars for the staff, teachers and aides which would be especially useful to this project would concentrate in such areas as:

Listening skills: This should be emphasized so that the children will listen to the instructions and the language that is modeled by the teaching staff.

Penmanship: Although this is covered by the curriculum, it would be helpful if teachers were aware of the process and progression that should be followed so they would be able to help the child in the instances when writing is used.

Developing the staff's ability to talk with children:

Talking with children: With training and awareness the staff should be encouraged to get down to the level of the child. That is, the child should be able to make eye to eye contact with the teacher. This has been shown to reinforce not only listening skills, but the child's self concept as a person as well. Because the staff is not trained in responding to children, many an opportunity is bypassed when children initiate conversation and adults nod approval and it is left at that. Some strong effort should be made to train the staff in responding professionally to the children.

An example of how to respond professionally to children was demonstrated at the site by the evaluator.

Situation: Children were coloring an outline of an elephant. (5 year olds.)

Child: Coloring--picks up crayon, starts to color the cloud white. (Paper is also white.) "White don't look."

Observer: "Yes, the white color doesn't show because the paper is white."

Child: "We could have it blue, then it will show."

Observer: "Yes, if you color the cloud blue it will show better on the white paper."

The child then disappears for a very short instant and returns with a blue piece of construction paper taps the observer on the shoulder, and proceeds to color with a white crayon.

Child: "Look it shows."

Observer: "What other color of clouds have you seen?"

Much conversation then followed.

Developing the staff's awareness of other instructional materials:

It is recommended that less outline coloring work be used and that the children be given more opportunity to create their own drawings. The staff appeared to be strongly oriented to a very limited set of options for the children. In-service training concerning the use of other materials and approaches could be very effective.

Developing the staff's ability to deal with discipline issues:

The staff demonstrated a great deal of ambivalence concerning the level of discipline required with children of this age level. Admittedly, teaching "discipline" is a difficult task. However, the staff appeared to have given little collective attention to the matter, nor had they appeared to have any guidelines on the subject. For example, one "rule" of discipline which is often implemented in a day care program is the one of "possible danger to a child": when an adult foresees the possibility of a child getting hurt, the adult intervenes. We observed one situation where children were walking on the edges of cots. A definite possibility existed of the cot tipping over, or of the child losing his/her balance and falling. No staff member intervened, although some verbalized some concern to each other. Attention to this issue in an in-service session could be very useful.

The objective of encouraging male adults to become involved as teachers is appropriate, but the Center has not been very effective. There are several reasons for this ineffectiveness. First, there is a tradition in America, and particularly in the Latino culture, that early childhood teaching, day care, and the like is woman's work. Getting an adult, Latino male to work as a teacher in an early childhood program causes a great deal of cultural conflect. Second, the salaries are not sufficiently high to obtain the type of Latin male who has the personal strength and the formal education or training to accept a position of this type. A sufficiently high salary would probably overcome the cultural barrier for a number of males. It is a problem which has no ready or immediate solution but the Center is encouraged to continue its efforts in the area.

One important area of concern is the lack of any systematically collected data concerning the progress the students have made or are making in the program, and it is recommended that the administration of the program give attention to this matter. There are several reasons why data is not being collected. First, educators and psychologists are in general disagreement about what constitutes valid and reliable measures of student growth at the three and five year old level. This situation is magnified when the children are bilingual and bicultural. It is easy to understand the reaction of an inexperienced day care center program who might make five inquiries to five different, local test specialists and gets five different responses, one of which might be that there really is nothing available. However, it is certainly within the scope of the program to make some baseline measures on the children who enter the

program: what basic words can they recognize in the two languages, what instructions can they follow in the two languages, etc., and take some similar or identical measures at later times during the program year. Further, some of the resources used for consultants or trainers could be allocated to specialists in the early childhood area for pre- and post-program student evaluation.

A final recommendation relates to a series of conditions which could be easily remedied if funds were available. The building is in dire need of repair, and does not provide separation of the different age groups, or, for that matter, of the different activities. Very little instructional hardware is available to the teachers, and the materials available to the teachers for instructional activities is also severely limited.

Summary

There is little hard data to indicate that the program is meeting all of its program goals. However, there is an essence to the program which suggests that some of the goals are being achieved. The observers of the Center noted that its operation was obviously one which was a positive environment for the child, and one in which he/she was able to increase effectiveness in Spanish and English. The staff evidenced a warm and positive attitude toward the children at all times. Parents, at least a great number of them, were supporting the program through volunteer activities, and were visiting the project to learn more about how their children were progressing. It is also apparent that the children are gaining access to dental and medical check-ups and treatment when needed which they would be unlikely to have without a project of this type.

Little progress has been made toward developing a comprehensive curriculum which is uniquely adopted to the needs of the Latino child. The staff indicated a strong belief that the Latino child in Milwaukee, or in Wisconsin, had a set of "unique needs" not evidenced in Latino children in other areas. No staff member could produce evidence of this fact; however, they are obviously committed to this belief and any suggestions that other curricula might exist which would fit their needs were discounted. There is, among community groups, a tendency to "rediscover the wheel" particularly when it comes to curriculum development. It seems unlikely that this staff will be able to develop a unique and comprehensive early childhood curriculum without fairly massive amounts of outside technical assistance.

The staff and parents with whom the evaluators met indicated a strong belief that the children were learning much Spanish and English in the program, and commented that the dropout rate among the children was very small. Pre- and post-program measures of these data would be very useful in evaluating the programs overall effectiveness in this area.

El Centro de la Causa
731 W. 17th St.
Chicago, Ill. 60608

The following four programs all are unique in one very important sense: all are either administered by, or partially operated through El Centro de la Causa. El Centro is a community agency serving, primarily, the Pilsen Neighborhood of Chicago. This is a multi-ethnic area but has a substantial number of Mexicans and Mexican-Americans.

El Centro is housed in a three-story former school house currently owned by and provided to El Centro by the Catholic Archdiocese of Chicago. It is manned by a number of Latino adults, most of whom are former gang members. A variety of activities are carried out through El Centro including recreational programs, social outreach, drug information programs and communications. At the time of the on-site evaluations, two street projects were directly funded through El Centro (Youth Services and the Pilsen Neighborhood Library) and two others had located portions of their programs there (Project Venceremos and Talent Search). Following the site visit evaluation, the El Centro administration sought and obtained a consolidated grant for the programs which was designed to increase the effectiveness and lower the overhead of the operation. This evaluation focuses primarily upon the four projects; it does not focus on El Centro as a separate community agency nor upon the consolidated grant. However, to the extent that the philosophy of the organization of El Centro affects the operation of a street project, El Centro will be considered.

Youth Services
El Centro de la Causa
731 W. 17th St.
Chicago, Ill. 60608

Youth Services is one program component of a set of projects operated within the organizational structure of El Centro de la Causa located at 731 W. 17th Street in the Pilsen area of Chicago.

Brief History of Youth Services at El Centro de la Causa

Servicios Sociales was established to deal with eight distinct problems facing Spanish-speaking youth in the Pilsen area of Chicago:

a) Problems created by recent migration to country - i.e. lack of social contact; language problems; loss of cultural identity; adjustment to urban setting; over protection of parents;

b) Gang and delinquent activity;

c) Criminal activity resulting in court and correctional involvement;

d) School dropouts;

e) Drug abuse;

f) High unemployment;

g) Lack of self and cultural identity; and

h) Limited career development opportunities.

The 1970 census figures indicates that there are 6,893 16-21 year olds in the Pilsen community who are the potential target population for this project.

Servicios Sociales del Barrio employed its first staff member August 1, 1972. By early December a majority of the staff had been added. Somewhat later a number of part time streetworkers were added to the staff at a time when a strong emphasis on streetwork and youth counseling for gangs was needed.

The first year objectives of the Youth Services program included:

1) To identify the social service needs of Chicago youth and their families in our community;

2) To coordinate the provision of services currently available from El Centro de la Causa and other

community agencies, using El Centro as a community base;

3) Stimulate the development and provision of new services to fill in the gaps;

4) To provide direct outreach counseling, referral, advocacy and follow-up services for youth and their families;

5) To train staff of other community agencies to make them more sensitive to the cultural patterns and needs of Chicanos; and

6) To provide research input into program development.

Based upon the first year's experience, a series of second year objectives were developed:

1) Integration of resources and services available at El Centro with the youth services unit as the focal point for a) outreach, b) intake, c) identification of needs and barriers to service, d) development of service plans, e) referral and f) follow-up. In accomplishing this objective, there will be maximum use of available resources and follow-up to determine effectiveness and quality of service.

2) Continued coordination with other human service agencies both within and outside of our community toward the development of a human service network which is functionally and culturally responsive to the needs of the residents.

3) Expansion of those aspects of direct service which our first year research identified as key community needs and in which the amount of direct service provided in the first year was insufficient. The two areas in which this expansion will be focused are: 1) streetwork and counseling with youth gangs, and 2) family services designed to enhance the ability of families to provide supports to youth and to take advantage of community resources.

4) Continued staff training to develop new skills in streetwork, family services and other aspects of the youth service program.

5) The development of an effective system for program evaluation and research. This includes:

a) collection of new information particularly in the areas of gang activity and family structure
b) continued development of a data feedback system which will create effective evaluation of the youth service activities and program.
c) additional analysis and dissemination of data collected in the 1st year.

The Youth Services Program provides recreation, problem assistance, and counseling through its three main components. These are the recreational program, the educational program and the streetworker program. The Youth Services staff functions include youth advocacy, referral, counseling outreach, recreational activities, and research. The project is providing a set of services in an area that needs it.

The Youth Services functions include outreach, intake, individual group and family counseling, group cultural and recreational activities, streetwork, referral and follow-up and social service research.

The Youth Services Program activity is fairly recent, and early months of the program were marked by a 12% turnover rate, including the director. The current director has re-shifted programmatic emphasis by encouraging a consolidation of project operations. At present, consolidation is in operation in a limited scope.

The Youth Services Unit is designed to serve as the intake arm of El Centro and to link community residents with the services provided by the Education and Training unit as well as with the other services available at El Centro.

Organizational Structure

Youth Services is currently functioning as one of several programs responsible to the Community Board of El Centro de la Causa. At the time of the evaluation, this Board was comprised of 14 members, including a priest, an anthropologist, laborers, housewives and students, all of whom were residents of the community.

El Centro de la Causa is organized in three major programs or functional units -- Education and Training, Youth Services, and Research, Planning and Development. The Coordinators of these units are responsible to the Community Board through the Executive Director.

The current budget for Youth Services stipulated:

Four (4) full time streetworkers
One (1) part time streetworker
Two (2) full time counselors
Four (4) part time gangworkers
Two (2) part time research assistants

At the time of the site visit, the Youth Services Program had a staff of 11 in the recreational, streets, after school, and office areas. The staff includes some part-time employees and an unspecified number of volunteer workers.

Including 10% for fringe benefits and $1,000 for travel, the Youth Services budget was $75,360.00. If the first year's data hold, and 200 young adults are reached by Youth Services, this will cost out at approximately $377 per direct recipient of service.

There was no provision for a streetworker component when the Youth Services Program was first set up. After the program had been operating for several months, a contingent of gang leaders and members made demands for specific services to the Board of Directors of El Centro de la Causa. The Board was also dissatisfied with the program's inability to implement the various services stipulated in the original work statement. The gang leaders felt that El Centro was there to provide services for the barrio and for them, but felt that they were not involved nor getting any services. One result of these meetings was the assignment of several gang members to the staff of El Centro.

Originally one woman was included among the streetworkers. After one of the streetworkers was killed, the woman resigned. Females are under-represented in Youth Services program. This may be because they feel they have no woman to relate with at the "street" level. Although females participate in program activities, the number is significantly less than that of the male participants. An approximate ratio, as observed, is about 4 to 1.

The streetworker is an integral component of Youth Services. He is usually a former gang member whose responsibility is keeping a finger on the pulse of the target community, determining their needs, interests, and activities, and recruiting individuals who might profit from services provided by El Centro. They have little difficulty in reaching and relating to clients. They operate out in the streets, hangouts, and problem areas where the potential participants congregate. There are no set working hours, and they do not operate on a

prescribed schedule. Once a week, individual streetworkers are expected to spend a day at El Centro to give oral reports of their activities, and to involve themselves in any program development which might be going on. They do not prepare written reports. Two different reasons were given for this. One reason was that most of the streetworkers did not possess sufficient writing skills. Another was that the nature of their activities often lead them into areas of confidentiality which they, and the El Centro staff, agreed should not be permanently recorded. Often these activities deal with such street problems as drug use and abuse, muggings, illegal gang activities and the like.

Often the streetworkers' inputs determined El Centro's programmatic strategies. For example, it was on the recommendation of the streetworkers that a swimming pool at El Centro would be a useful and desirable facility to attract youth from the area. As a result, El Centro staff began planning ways to support such a facility. Further, the streetworkers reported that a number of females in trouble or in need of personal information were not being reached because of their difficulty in communicating with an all-male staff. As a result, an attempt was made to employ a female streetworker.

Streetworkers maintain their old ties with the gangs in order to have credibility. They are now at the age (average age of 3 interviewed was 24) when upward mobility and self-preservation are becoming uppermost in their minds. Replacements will be needed when credibility with the gangs wanes.

One of the obvious functions which is being carried out by El Centro and its streetworkers is the dissemination of information about programs, available services, and the like. However, this appears to be a spontaneous, generally unplanned activity.

It is extremely difficult to document the success of Youth Services, due to the inadequacy of records for the program at El Centro de la Causa.

The first and second year program goals are ambitious and the director and his staff acknowledge this. An attempt was made to determine how effectively the project had realized its first year program goals. Through a series of interviews and record searches a number of estimates were established. These are summarized in Table 1.

Table 1

Summary of Youth Service Activities

Activities	Number Served or Contacted
Survey of Youth Needs & Activities	814 students
Information collected on agencies	50 agencies contacted
Coordination with other agencies	15 agencies in which relationships have been developed (courts, YMCA, YWCA, schools)
School consultation	105 students, 20 teachers, 2 principals and a school social worker
Casework	53 individuals and families
Streetwork, contact and work with	40 gangs of approximately 25 members each
Group Services	Over 600 individuals
Coordinating with programs at El Centro	6 programs
In-Staffing training	Over 50 training sessions for the 10 people now on Servicio staff
Evaluation, research	A full time researcher was added to the staff on 1 February 1973

There are some 6,000 potential clients in the 16-21 age group within the target area. Presently it is estimated that, some 200 are served directly by Youth Services. These are approximate figures as there is no cental file for documentation. The participant intake folders contain information on 61 clients, approximately one-half of the folders containing notations which could be considered as follow-ups. One counselor stated that many clients receive services but this is so "routine" that it is not documented. There is no systematic intake and follow-up procedure for clients. It is recommended that special attention be given to developing an adequate intake and follow through record system which will provide the baseline for valid evaluation in the future.

Technical assistance which would be useful would be in the area of formulating procedures, policies and systems analysis which could be evaluated at checkpoints throughout the year. There is a need for centralizing information and for documentation and evaluation for each type of activity. Objectives are needed which can be monitored as the year progresses.

One of the problems associated with the project has been the lack of community involvement in planning and implementation of activities, especially for programs for the adult population. There have been internal and external problems of programmatic communications. (The streetworker project was unknown to some of the other program personnel until recently.)

The Board of Directors has fluctuated from a membership of 40 to a present number of 4. This important part of the program needs to be more stable. Plans are to have a 7 member board. Board powers have also fluctuated until present members are unsure of what they can do as far as hiring and firing. One of the Board members works in the research component of El Centro but is paid by outside resources.

Recommendations:

1. A systematic record-keeping procedure is a basic necessity of Youth Services. Such records will prove invaluable in documenting the needs of the target group as well as the progress made by the project.

2. In spite of the ambitious and generally well-stated objectives of the project, there are no precise lines of responsibility within the project. No specific individuals or components are specifically charged with the responsibility for achieving a specific objective or goal. This lack of measurable activity is now a primary area of concern for the current staff and they are now attempting to

formulate instruments and procedures to assess such activities. This will certainly enhance the administration's ability to evaluate itself.

3. El Centro staff should give consideration to finding a more central location. Located as it is, El Centro is on the eastern edge of the Spanish-speaking population in the neighborhoods which it serves. Relocating is not a simple task; costs and the availability of inexpensive facilities may require El Centro and Youth Services to remain at their present address.

4. Specific plans would be developed to guarantee representative community involvement in 11 aspects of the Youth Services Program. Specifically, the problem of gang interference looms ever present, and if the procedure of employing former gang members as streetworkers ever falters, the program will need all of the community support it can generate.

El Centro de la Causa Library
(Pilsen Neighborhood Project)

731 W. 17th St.
Chicago, Ill. 60608

El Centro de la Causa Library is located in a facility which houses the several programs of El Centro de la Causa which are directed to the Spanish-speaking of the Pilsen neighborhood. Because the project was so recently funded and made operational, this evaluation focuses more on goal content and program planning than upon program success or goal attainment.

Brief History of El Centro de la Causa Library

El Centro de la Causa Library Project was developed as a result of a request from the educational director of El Centro de la Causa to the Chicago Public Library and HEW. El Centro was concerned with the lack of library materials to help support El Centro staff and programs, as well as with a lack of Spanish language materials for the residents of the community. The Chicago Public Library was initially invited to establish a book depository at El Centro. A variety of circumstances and events indicated that it might be feasible and advisable to establish a special library project for the Spanish-speaking in the area. Through the combined efforts of the educational director of El Centro and the Division Head in charge of Branches and Extension Services for the Chicago Public Library, a proposal for such a project to be housed at El Centro was submitted.

The initial proposal sought a total of $85,000 in HEW funds to create a library and information center which could be patterned after the Reading and Study Centers of the Chicago Public Library. The proposal noted that other than a few donated books, there were no Spanish or English books relating to the Mexican-American culture available in the community, and that five thousand neighborhood people use El Centro monthly to seek information, recreation, education and cultural programs. The tutoring programs at El Centro were being conducted with very limited educational materials and that the Pilsen community served by El Centro de la Causa was generally in need of more information and that the programs currently being conducted by the Center required back-up material to make their organization more effective.

Goals and Objectives

The project goals as stated in the original proposal are very broad and vague. The proposal states that a "library and information center to service the Center's activities and the community's needs" would be established. In addition to library materials, four additional components of library service were identified: library out-

reach, a reading reinforcement and creativity program, a Spanish media program, and a neighborhood information program.

Chicago Reading and Study Centers typically provide recreational reading materials, general information, consumer information, reference and non-fiction materials, records, tapes, cassettes, instruction on the use of the library, tutoring aids, and cultural programs, and it was presumed that El Centro would be consistent with this basic model. Although it was not specified as a goal or objective, the proposal implied that nearly 5,000 community residents would avail themselves of the library services each month. In addition to the reference and circulating materials there were to be four additional components for library service.

1. Library Outreach

Library personnel will visit homebound families and aged citizens as well as neighborhood areas where people congregate. Staff will participate in the frequent fiestas held at the center, in order to provide an opportunity to distribute fliers and other information about library-related programs. Spanish language storyhours will be held at the Center. The existing television programming emanating from the Lincoln Park Neighborhood Center will be utilized to publicize the Center as well as explore the use of storyhours. A Latin American staff member of the Lincoln Park Center, who appears regularly on radio and television, will publicize the Spanish language activities at the Chicago Public Library. Puppet shows, finger games, drama reading groups, and other activities will be encouraged.

2. Reading Reinforcement and Creativity Program

A creativity program conducted successfully at another Branch (serving primarily non-Spanish-speaking clients) will be, in part, reproduced. Some of the goals that were attained in that program were:

a. to provide opportunities for free and creative development
b. to help students realize the importance of communication skills; to motivate them to work up to their full potential; and, to encourage them to appreciate the intrinsic rewards inherent in the creative process
c. to further develop the reading skills of the students in the community

The creative period would include a variety of activities: work-study games, vocabulary-building exercises, hand-eye coordination activities, creative writing, art and craft work, knitting, crocheting, puppetry, music activities, story-telling, etc.

3. Spanish Media Program

In addition to the acquisition of tapes, cassettes, and films, the production of material is expected to be an important part of the program. Also, films, tapes and cassettes would be used to assist in the reading reinforcement program.

Young adults would be encouraged to record their own culture and language. 8mm and still cameras will be purchased so that young adults will have an opportunity to capture on media their Mexican-American culture.

It was hoped that consumer-learning aids could be available on cassettes so that those unaccustomed to print could have information available in another form. The information will be gathered from respected people in the various consumer information fields.

4. Neighborhood Information Program

A calendar of selected events for Chicago in general and the Pilsen neighborhood in particular would be available, as would consumer information service by telephone, walk-in and cassette service in Spanish.

Staff and Budget

The proposal called for an Advisory Board composed of the 15 members of the Board of Directors of El Centro de la Causa and a Technical Advisory Committee composed of local college, school and public librarians. The Technical Advisory Committee would work with the Board of El Centro de la Causa and the Chicago Public Library. The structure was unique in that for the first time the Chicago Public Library was offering full library services within a community-run organization. This structure afforded the Chicago Public Library the opportunity to expand its Extension Services to the Spanish-speaking community.

The staff of the Center are to be community residents recommended by the Board of Directors of El Centro de la Causa. One professional staff member of Latin American heritage, or a bilingual, bicultural person, would coordinate the activities at the Center library and also be assigned the responsibility of developing projects in other Spanish-speaking neighborhoods. A reading specialist and a media technician were also included as part of

the budget. In addition to the $50,000 special funds from HEW, both the Chicago Public Library and El Centro de la Causa provided resources to the library project.

El Centro de la Causa agreed to provide volunteer assistance, technical assistance, the library and special meeting rooms as well as heat and electricity. Moreover, the Chicago Public Library agreed to absorb into their program all the personnel involved in this proposal and to continue the library project following discontinuation of HEW special funds.

El Centro Library Clients

The library is so far attracting and serving a small segment of the community -- generally young people active in the community, working at El Centro, or participating in some of El Centro activities. The library is also attracting large numbers of children.

As a result, the sampling of patrons interviewed during the course of this evaluation represented the younger segment of the Pilsen community who appeared to be more comfortable in the English language, and were regular visitors to El Centro de la Causa. Most patrons expressed the goal of the project as being to "meet community needs" and "to serve the community". Most, however, were not aware of the many services the library could offer in terms of programs, information service, and the like. Patron needs were almost always directly associated with El Centro programs (material needed for a class), or as a result of their community and culturally-related activities. Patrons stressed the relevance and usefulness of the collection in regard to Chicano literature, cultural materials, etc., and felt their specific needs were being met. Since few library special programs had been initiated, patron participation was generally limited to use of the library's book and periodical collection. Most patrons felt the project location and hours were convenient; most perceived the library as a community project; most appreciated the fact that the library staff were members of the community. Patrons expressed general satisfaction with the library and had no suggestions for improvement of services.

Findings

The Project Director, who is bilingual, bicultural, and trained to the Masters degree level in Library Science, began her assignment sometime during the first week in July, 1973. She has other representatives in the Chicago Public Library System and only spends part of her time at El Centro. Her first responsibilities as Project Director were to interview and employ the project staff and to order library materials and equipment. Several people who were initially selected were, for personal reasons, unable to continue with the library project.

As a result only three staff members were actively employed on August 26, 1973, the official opening date of the library. These were the Project Director, the Director of the Center Library who began on July 16, and the Reading Specialist who began work on August 15. Three additional staff members were added on September 20: the Information Center Coordinator, the Coordinator of the Tutoring Program, and a part-time library aide. A Media Specialist added on December 8 and a part-time library aide added on December 10 completed the staff. Each of the staff members received a general orientation to Chicago Public Library and general information on the philosophy of El Centro de la Causa and the library project.

The staff members of El Centro Library are well qualified for their positions, both in their knowledge of the Pilsen community and their past experience in community work. All staff members are aware of the general community-based goals and philosophy of the library and are committed to helping meet the needs of their community.

At the time of the December site visit, however, staff appeared disoriented and uncertain about the progress of the project thus far. Certain aspects of the library project had been initiated: the tutoring program had started but had experienced a severe lack of volunteer tutors; the Reading Specialist was conducting a reading lab and holding regular story hours; some school class visits had been initiated. In general, however, most staff members related that they felt not enough was being done. Most expressed concern that the library seemed to be reaching primarily those patrons living in close proximity to El Centro or those already involved in some Centro activity. All staff members were optimistic, however, about the library's potential to reach all segments of the community. Most staff members were looking forward to an inservice meeting scheduled by the Project Director for the purpose of self-evaluation and redirection.

The Project Director related that the lack of a full staff was the principal problem, resulting in several aspects of the library program being delayed. In general, the Project Director indicated that she felt that the library project was moving along well and that some of their most major problems would be straightened out after their general meeting.

Conclusions

At the time of the site visit evaluation the project had been underway for almost four months. Although everyone appeared to be in agreement over the general goals of the library, no specific objectives had been set up by either the Project Director or the staff members responsible for a particular aspect of the project. Consequently, the staff was disoriented and uncertain about carrying out their particular aspect of the project. Other than a routine orientation to the Chicago Public Library and general information about goals of the project, staff members had received very little training or assistance in initiating their programs. Although most staff members had previous community work experience, none had ever worked in a library before and most had very traditional concepts about libraries. Staff members had not been given any background information about library outreach programs. Although staff members were made responsible for a particular library service or project, follow-up or guidance sessions with the Project Director did not seem evident. Several staff members had an idea that their programs were progressing satisfactorily, but they did not appear to be receiving any feedback, input, suggestions or technical assistance from the Project Director.

A vital aspect of the library project, the information service center, had not been initiated at all. The gathering and development of the resource file, a long and time-consuming process, had not been initiated. Although staff members had visited some schools, few library outreach projects had been initiated. Other than opening-day publicity, promotion and advertisement had been through El Centro channels.

The lack of a full staff should not have been as limiting as it appears to have been. Instead of waiting for the full staff to be present before implementing the total project, specific services and programs could have been developed as staff became available. With the exception of the media program (the Media Specialist was not

hired until December 8) all other major aspects of the project could have been well underway be the time of the on-site evaluation. The evaluators perceived the meeting planned for the week following the evaluation as more of an organizational meeting rather than an evaluative or in-service one.

At this point El Centro Library is primarily reaching the younger segment of the Pilsen community and those people either working for El Centro or participating in one of El Centro's programs. Very few men and women over age 25 appear to be library patrons. The Pilsen community as described in the proposal is not represented in the library -- very few patrons seemed to rely on the Spanish language for communication, most patrons seemed to be more comfortable in the English language. Nor does the library appear to have made as yet special efforts to reach this segment of the community. A partial explanation was offered by the Project Director who stated that efforts had not been made in this area because of lack of materials in the library to meet their needs. Further, it does not appear that anywhere near 5,000 users are being served each month.

The library's collection is strong in English-language cultural materials and popular English-language young adult and adult titles. The children's collection is very weak and is badly placed for browsing and pleasure reading within the library. There are no special posters or signs to attract childrens' attention to the section.

The Spanish collection, both adult and juvenile, is also very weak, a fact mentioned by several staff members. Spanish adult titles were mostly historical and sociological. Current best sellers in Mexico with the exception of Juan Salvador Gaviota were not available. Mexican literature, as a whole, was poorly represented. Authors who are perennial favorites with Mexican women such as Bravo Adams, Corin Tellado, Laiglesia, Jardiel Poncela, etc. were missing. Many basic titles included repeatedly in basic bibliographies for serving the Spanish-speaking were not included in El Centro's collection. If such basic titles had been purchased initially, the library would have been able to meet a great many of their adult patron's needs.

Recommendations

1. Specific objectives to be achieved at the end of a set period of operation should be defined for each aspect of the project. This would provide useful benchmarks for program staff as well as for external evaluators in the future.

2. The Project Director should make an effort to spend more time at El Centro Library in order to better learn her patron's needs, be aware of staff's problems in carrying out their projects, and be able to see direction and progress the project is taking.

3. The Project Director should give more direct guidance and assistance to staff members in developing their particular programs.

4. Immediate efforts should be made to attract adult patrons from the general community. Adult programs for men and women should be planned as soon as possible.

5. The Project Director should prepare an in-service training program for acquainting staff members with successful library outreach programs, techniques and procedures to develop a successful program, etc.

In summary, at the end of almost four months of operation, El Centro Library Project was servicing and meeting the needs of only a small segment of the Pilsen community. Although principal staff members (with the exception of the Media Specialist) had been working for three to four months, none of the four components of library service identified in the proposal were functioning actively and effectively. Although the project proposal outlines what could be a very effective community library, without specific objectives, procedures for obtaining them, and guidance in obtaining them, El Centro Library Project will not fulfill its complete role as a community library by the end of the project year.

Talent Search - Latino

Project Quetzalcoatl
731 W. 17th St.
Chicago, Ill. 60608

Set-Go Latino
2550 W. North Ave.
Chicago, Ill. 60647

Background

Talent Search-Latino comprises two programs specifically designed for Spanish-speaking students. These are Project Quetzalcoatl (Chicano Talent Search) which serves Pilsen Neighborhood, Little Village, and the heart of Chicago and which also extends recruiting efforts to the South Side Mexican communities, and Set-Go Latino (Puerto Rican Talent Search) which provides services to West Town and Lake View communities.

Talent Search Latino is part of the College-Career Help Through Outreach, Instruction, Counseling and Employment (C-CHOICE) program of the Central YMCA Community College which encompasses programmatically all of the priorities of TRIO (Talent Search, Upward Bound, and Special Student Services), Financial Aid and the Office of Education. C-Choice is organized to maximize the choice open to persons who might otherwise not escape the circle of disadvantagement in which they have been caught in the past.

Program Objectives

The objectives of Talent Search-Latino include:

a. To assist and encourage students in enrolling in post-secondary instituions.

b. To identify, motivate, and counsel high school dropouts to return to any form of skill training, or educational programs.

c. To serve as a catalyst for the creation and utilization of training and educational programs.

d. To encourage individuals to stay in high school.

e. To provide resources to receiving institutions in meeting the needs of the students in the program.

f. To creat a corp of community volunteers to assist students achieve their educational goals.

g. To articulate the needs of Latin students to the high school and college administrators, faculty and counselors to minimize the rate of dropouts; as well as to college administrators to the need of fulfilling their educational responsibility to Latin students.

h. To be responsive to the educational need of the community.

i. To orient the community on the value of and opportunities in higher education.

j. To influence the public schools to create a curriculum responsive to the culture and needs of the Latin population.

Staff

Each of the two outreach centers has a staff comprised of:

1. Director
2. Counselor (Field representative)
3. Two (2) Outreach Workers
4. Secretary

Recruitment:

Initial contact with the students is done in three ways: 1) public school visitation, 2) on the street contact, and 3) through information dissemination.

Between July 1, 1973 and December 31, 1973, over three hundred (300) students were contacted through Talent Search Latino. Of these, approximately thirty (30) were enrolled in GED classes, seventy-five (75) were placed on jobs, and over two hundred (200) were placed at post secondary institutions.

Several students expressed the importance of Talent Search in reaching out into the community to identify and assist the Latino youngsters in being exposed to greater opportunities. They felt that without this type of effort a lot of the students would not have gained access to the education which they were receiving. They also communicated that Talent Search is reaching those students who are usually left out of the mainstream of education either through poor counseling or by design.

Placement:

The two colleges most receptive to accepting Talent Search referrals are Mayfair College and Northeastern University. Mayfair College is a two year institution accredited by the North Central Association of Colleges and Secondary Schools. Northeastern is a fully accredited four year institution.

Most of the students identified and placed are enrolled at these two colleges with the large percentage of students being placed at Mayfair.

Students placed in these two colleges and at other Illinois Colleges are usually provided with some form of financial aid. The basic sources of financial aid are the Illinois State Scholarship and the Bilingual Education Scholarship, which covers tuition and books.

Internal Evaluation and Follow-up:

The program does not have an adequate follow-up system that can indicate the success of all students placed. It appear from the available data that the project is extremely successful in contacting of individuals and in placing them in post secondary schools. However, it would be useful to understand the degree of success which these students have experienced.

Recommendations

1. There is an obvious need to institute some mechanism that will allow for the program or for an outside consulting agency, to develop systems of follow-up that will effectively reflect the degree of success of the great number of students who are being placed. This follow-up inquiry should include such information as:

   a. What is the rate of retention of placed students?

   b. What percent of students placed in two-year programs are promoted to four-year programs?

   c. What were major difficulties experienced by the dropouts?

2. There is a continuing need for close cooperation betwen the Talent Search Director and the public schools. A great deal of information on students who drop out of the public school system is kept secret for what schools refer to as "personal" or "confidential" reasons. If this information could be made available to Talent Search, students dropping out of the public schools could be contacted and provided with a second chance.

In addition, some high school counselors are not very receptive to Talent Search workers coming to the schools to contact students who are having difficulty and/or are potential dropouts. If the principal or superintendent of schools would issue a letter requesting the counselor cooperate with Talent Search in expanding this effort, the degree of contact and success in reaching students in need of these services could be improved.

Conclusions:

The data, much of which is included in Volume I of this work effort, substantiates the fact that the Spanish-speaking youngster in Chicago has a very low probability of being accepted to and entering college. Talent Search-Latino has been designed to partially ameliorate the problem and as such appears to be successful. There are still some difficulties which are being encountered; our belief is that these are procedural in the sense that they can be lessened through fuller communications between the principals (e.g., counselors at the public schools and the outreach workers) and through stated support of the project by school officials. The programs have reached a large number of Spanish-speaking students and have provided a large number with access to college.

Project Venceremos
8800 S. Commercial St.
Chicago, Illinois

Project Venceremos is designed to provide language and pre-employment skill training to Spanish-speaking adults primarily in the 16 to 24 age range. The Project is funded by the Department of Health, Education and Welfare, through the Midwest Council of La Raza.

Brief History of Project Venceremos

Project Venceremos is an Adult Basic Education program which has as its principal objective providing the Spanish-speaking adult with an opportunity to improve his/her basic language skills in oral and written English.

The project began its operation October 1, 1972 at the South Chicago Neighborhood House, 8458 South Mackinaw Avenue, Chicago, Illinois. Since November 20, 1972, Venceremos has been providing at no cost, English classes for beginning, intermediate or advanced Spanish-speaking students of age 16 or older. On December 4, 1972, in cooperation with El Centro de la Causa, Project Venceremos established its first outpost on Chicago's Near West-side. New classes were begun at El Centro de la Causa in the Pilsen neighborhood.

Currently, there are about 155 students enrolled, of whom approximately 120 attend class regularly. All of the present students speak Spanish as a first language.

Goals and Objectives

The stated goal of Project Venceremos is to provide educational opportunity for adults from the Spanish-speaking communities of Chicago who have presently dropped out of public schools and who have the potential to achieve, or who require special language instruction to enhance their employability. Project Venceremos was designed to provide a stimulating and relevant educational opportunity within the context of the student's cultural, linguistic and geographical reality.

Specific objectives of the program include:

1. Teaching mathematics, English, community and civic responsibility and reading so that Spanish-speaking participants can attain an 8th grade equivalency.

2. Providing a thorough understanding of Anglo cultural mores.

3. Emphasizing Latin-American culture and providing a means for students to retain their heritage while achieving in Anglo culture.

4. Providing skills which will lead to successful employment and promotion on the job.

The typical student at Project Venceremos is over twenty years of age, has an educational background of between 4 and 12 years and meets federal poverty level guideline requirements. There tends to be more males than females. The project is specifically designed for the Mexican-American and Puerto Rican adults of Chicago, although other Central and South American residents have participated. The majority of the student body is unemployed or employed at unskilled jobs, and housewives.

Staff and Budget

At the time of the on-site evaluation, the Project Venceremos staff included:

1. Project Director
2. Assistant Director/Master Teacher
3. Six (6) Teachers
4. Two (2) Community Workers
5. Secretary
6. Four (4) Teacher Aides

The Project is staffed, on the whole by bilingual instructors and staff, most of whom have worked with adults in other settings. As in other adult basic education projects, Project Venceremos provides its education by utilizing primarily part-time personnel. Only one teacher currently was serving in a full-time capacity. His role was as a master teacher to the project.

The staff of the project operates in a very informal, congenial manner which creates a problem in the area of evaluation of performance. Little formal evaluation of personnel is evident.

The primary costs of an instructional program of this type is for personnel and related costs, which, in this case (salaries and wages, related fringe benefits, and consultants) comprised 80% of the 1973 Fiscal Year Operating Budget.

Clients

Although individual teachers maintain records for their students, there is no central data file maintained by the project. For example, determining statistics such as average daily attendance required reviewing individual teacher records. A random sample of days in November, 1973 was selected to estimate average daily attendance (A.D.A.) These are summarized in Table 1 by class time and/or teacher.

Table 1

Average Daily Attendance in November 1973 for Selected Class Time/Teacher at Project Venceremos

Class/Teacher	A.D.A.
10:30-11:30 a.m. daily Teacher A	14.4
6:30-8:30 p.m. Mon.-Wed. Teacher A	9.7
6:30-8:30 p.m. Tues.-Thurs. Teacher B	14.2
6:30-8:30 p.m. Mon.-Wed. Teacher B	23.2
6:30-8:30 p.m. Mon.-Wed. Teacher C	23.2

These data indicate an average daily attendance average of 90% or better. This was substantiated by class observation by the evaluators during the on-site visit which occured at the same time as the first major snow storm of the winter in Chicago.

The evaluator interviewed a number of students at both project locations. Generally, all the interviews indicated a positive attitude toward the program.

There was a general openness on the part of the students, and the evaluator found no resistance to talk about the program on the part of anyone interviewed. Students related that they were satisfied with their teachers and believed that they were doing a good job. They

remarked that the agency was in a convenient location, as was the El Centro de la Causa extension. Several mothers related that no child care programs were currently available, but there was a program planned. This service would be ancillary to the agency and would definitely serve a useful and functional purpose.

Students interviewed and observed are highly desirous and motivated to learn a variety of new skills, or to improve weak ones. This desire places a demand on the staff to offer a variety of types and levels of skill training, and is one of the reasons for the split shift schedule, and why the part time staff better suits the needs and availability of the clientele. Class attendance is oten dictated by changes in the work shift assignments of the students.

Findings -(Staff)

With the exception of a community worker, the staff was basically complete at the time of the site visit. There has been a large turnover of staff during the previous 18 months. The present director has held the job for less than four months. The assistant director's tenure is less than one month on the job. Staff turnovers of this type create confusion and uncertainty. It appeared that in spite of the changes the students continued to be served with continuity and that the program has continued to grow in quality. The establishment of a stable faculty and staff should insure further continuity.

Structured in-service training for the staff was being developed and is designed to ameliorate the lack of experience.

Findings (Facility)

The facility being used now has the space needed for additional classes if desired. There is ample room for material and equipment storage, tutoring space, and language lab operation. A study area is needed and will be provided shortly. There will be some problem in providing day care in this facility (8800 S. Commercial) because it is a second floor location. The facility was well lighted, heated, and had bathroom facilities adequate to its needs. The evaluators noted nothing that would suggest that this was not an adequate facility for the purpose utilized.

Findings (Curriculum)

The following curriculum materials were being utilized:

1. Lado English Series (Serves as the basic program)
2. Dixon English Series
3. Peabody Kits (Three beginning level kits utilized in language development)
4. American Classic Series
5. Chicago Board of Education materials
6. EDL (Controlled readers Tachistoscope)
7. Language masters
8. Cassette-tape recorders

They are standard and very appropriate materials/ equipment for a clientele of this type. The Learning Lab was well equipped and heavily utilized by the students. Teachers, teacher aides, and students utilized this area for individual instruction. The instructional approach was generally based upon a lecture discussion or small group activity setting. Little individualization was utilized in the classroom.

Findings (Budget and Finance)

The budget is complete and covers all areas necessary to the development of the project. There are few restraints evident and program development does not appear to be hampered by stringent funds or accounting procedures.

Conclusions and Recommendations

Quality of program and service to clients are intricately related to administrative and staff continuity. Such continuity has been lacking at Project Venceremos but it has not appeared to deter the program from meeting the needs of a large number of Spanish-speaking students. However, it has deterred from the development of systematic, well-planned and relevant inservice training. For example, the consultants noted that, although instructional supplies were adequate, they did not seem to be used extensively in the classes. Moreover, equipment to increase reading skills was recently purchased but the staff had not yet formulated plans for integrating the equipment into classroom work. A comprehensive and relevant program of inservice staff training should result in more effective learning on the part of the students.

An in-service program should speak to pre-set behavorial objectives and goals, and, in general, criteria for evaluation of the staff which, currently is not certain where it stands and which needs measurable goals on which to gauge their own effectiveness.

This situation is probably a result of the lack of strong and detailed organizational structure. This is further evidenced by the lack of anything more than cursory job descriptions. In fact the original proposal only includes three job descriptions (i.e. Executive Director, Community Worker, and Counselor). That of the Executive Director was so global as to be meaningless: ". . . shall be responsible for the overall successful implementation of project goals and objectives. Shall be responsible for the overall supervision of staff and for developing a high degree of proficiency and morale among all employees."

Administrative attention should be given to this matter, with staff assisting in the development of their own job description and responsibilities.

Other than attendance records, there is a general lack of comprehensive records on individual students. No general student file is kept. This is definitely an area to which attention should be given. It may require a division of responsibility between the master teacher and the assistant director to provide the time and effort necessary to accomplish this task.

Project Venceremos, although in its second year of operation, is a project in the process of development. Observations of the project show that both students and teacher exhibit and attest to a high degree of enthusiasm. This enthusiasm is evident to anyone who observes the teacher-student interaction. Moreover, it is meeting a strong and continuing need in the Spanish-speaking community of Chicago. The attendance is evidence of this. The Average Daily Attendance for the enrolled students is over 90%. This 90% is composed of a large group of students who attend every day without fail (about 77% of the enrollees) and another smaller group who come only occasionally.

The evaluation of the students achievement should be shown in measurable terms both for use with students and staff. Currently, there are some tests which are used to determine the level of class assignment, but the lack of specific objectives makes it difficult to assess student achievement. It is recommended that individualized models be set up for each student which will provide the opportunity to evaluate individual progress.

This should be tied to a structured plan for the follow-up of students - those who are inactive, those transferred to other agencies or schools, and those "graduated". One result would be immediate feedback concerning program effectiveness, which would provide baseline data upon which teaching methods could be altered, changed or maintained. Curriculum revision, a constant necessity, requires solid criteria and hard data for making the relevant revisions.

There is a need for well-defined instructional goals so that staff can be held accountable for teaching outcomes. The teaching observed by the evaluators appeared to be mainly spontaneous. Students need to know what to expect, and what to study, and to understand the importance of continuity and progression toward set goals. The spur-of-the-moment teaching technique has its place somewhere, but adults whose time is precious need and deserve a well-planned, relevant and practical curriculum. This program has very good potential to become a model for other community based bilingual/bicultural adult programs in basic education.

Latino Mental Health Outreach

340 W. Grand Ave.
Detroit, MI 48216

The Latino Mental Health Outreach Program (LMHOP) is located in Southwest Detroit in an area which includes approximately 90,000 Spanish-speaking residents.

Brief History of the Latino Mental Health Outreach Program

LMHOP was originally funded in June, 1972 and was refunded for its second year the following summer. The project developed to meet the needs of Spanish-speaking residents in an area of Detroit, where the Spanish-speaking population has grown rapidly and in which outside agencies provided little or no mental health services which were accessable, acceptable, or relevant to the approximately 90,000 Spanish-speaking residents. The "irrelevancy" of the limited existing services was categorized in three areas:

1. Lack of Latino staff in agency

2. Lack of staff who were sensitive to cultural differences

3. Lack of staff who could speak Spanish

LMHOP was conceptualized as an outreach program consisting of Latin professional and para-professionals providing a wide range of mental health services out of an office in the Latino barrio.

Goals and Objectives

The goals of LMHOP include:

1) Providing tertiary and secondary prevention of mental illness to vulnerable or problem-ridden Latino individuals, families and groups as well as the community.

2) The training and educating of Latino human service workers in community mental health. After one year these workers would be eligible for employment in various mental health and social service agencies.

The objectives of LMHOP include:

1) Identifying and engaging in a therapeutic relationship with those in need of casework treatment and supportive counseling. Particular target populations will be delinquents, geriatric and state hospital after-care patients;

alcoholics and their families; and by working cooperatively with other agencies, drug abuse and addiction cases.

2) Increasing the utlization of existing social health and welfare services in Metropolitan Detroit by Latins.

3) Developing self-help groups (senior citizens, parents of children with special needs, volunteers, etc.).

4) Increasing the awareness of mental health needs and increasing the understanding of Latino culture and needs on the part of selected social agencies serving Latinos through the establishment of a formalized consultative relationship. Consulting informally with schools, churches, agencies and organizations serving Latinos.

5) Decreasing the school truancy and dropout rate in a selected Latino school population.

6) Providing mental health education to parent groups, clubs, etc., on a limited basis.

7) Providing generic training in mental health for outreach workers that will prove useful in a variety of employment settings through quality supervision and training on-the-job and through a formal mental health and/or professional curriculum.

Staff and Budget

The staff originally included a Master of Social Work level (MSW) caseworker and a MSW community social worker serving as co-directors of the program, and six outreach workers. By the beginning of the second year of funding, the program staff assignments were modified to reflect a Program Director, Assistant Director, Secretary and six outreach worker/trainees. One hundred and four (104) psychiatric hours were also provided. The total second year budget was $112,820.00.

Findings

The evaluators interviewed five (5) clients who volunteered for that purpose. Interviews were conducted in Spanish and English depending upon the preference of the client. The range of services which this set of clients received from LMHOP included assistance in obtaining health services and hospitalization for a dependent, assistance in obtaining legal assistance for a dependent accused of rape with follow-up counseling for both the client and her son, assistance in finding

housing and employment for a newly arrived migrant, and legal assistance and temporary housing and employment for an illegal alien (Mexican National).

Further, generalizing from the small sample of clients, and from a review of the existing case files several conclusions can be drawn:

1. Most clients speak little, if any, English.

2. Most clients have multiple needs, usually in the areas of health, mental health, and economic assistance.

3. Even clients who are long term residents of Detroit are generally unaware of services available to them, or are reluctant to use them because of fear of rejection or humiliation by agency staff who do not speak their language or are insensitive to their culture.

The staff is currently headed by a young, male, Chicano social worker who is in his first professional position. He is limited in both administrative and supervisory experience and is a replacement for the former director who is described by the staff as "very well liked" and "easy to talk to". The current director implemented several administrative and personnel procedures most of which designed to increase the accountability of the staff. The new procedures were developed and implemented unilaterally and resulted in a good deal of negativity on the part of some of the staff, and some resignations. Only one staff member interviewed supported the Director and the changes he had implemented. The remaining staff voiced criticism in the areas of "lack of communication" between themselves and the director and of his "failure to ask for their inputs" in decision-making.

The staff who criticized the director were also critical of the Program Consultant. He was viewed by the staff as an individual with a theory (Cultural Conflict) about which he was writing a book and who was "using" the staff to collect data from the clients of the Center. None of the staff agreed with "the theory" and all were reluctant to collect the data. It was apparent that at least several of the former staff were working at the Clinic primarily because of the educational advantages obtained. At least one of these individuals resigned when the current director attempted to balance the service aspect of the program with the educational aspect.

The staff and administration of the project had not developed a procedure for following up clients who terminated treatment. Nor was data available which reflected either number of clients served, average length of treatment, types of services provided for clients and the like. Without such data any assessment of the effectiveness of the program is severely limited.

The director and the members of the Board who were interviewed all voiced a concern about the lack of technical assistance which was provided from HEW. They particularly desired assistance in the area of establishing administrative procedures, particularly in the areas of fiscal management and record development and maintenance.

There seems to be a decided effort on the part of the director and several members of the Board to develop options under which the service being provided can be continued should direct HEW funding be terminated. At least one external proposal to the federal government has been submitted (in the area of Drug Abuse education) and the director has initiated contacts with local colleges which train social workers in order to exchange a practicum location for trainees for the trainees themselves. This would appear to have several distinct advantages. It obviously is a source of trained, supervised manpower for the Center. More importantly, it will provide a valuable experience for the trainees who are assigned there and for the college supervisors. Finally, it will develop an expanded awareness on the part of many individuals about the distinct needs of the residents of this area. At the point where a college or university gets "interested" in an area, the amount of in-kind resources which it can provide is virtually unlimited. This exchange of clients for staff would appear to be an excellent step in this direction.

Benito Juarez Health Clinic
1831 S. Racine Ave.
Chicago, Illinois

Benito Juarez Peoples Health Center (BJHC) is located in a community area which had a population of 44,505 in 1970. Spanish-speaking residents comprised 55% of the population; most of these were Mexican-Americans.

Brief History of Benito Juarez Peoples Health Center

In 1965, the Chicago Board of Health recommended that community health centers be set up in each of the 24 poverty areas in Chicago. To date, two such centers have been set up in some of the worst poverty areas of the city. None of these are in the Pilsen area. BJHC was established to meet this need in the Pilsen area. There is an unavailability of medical care to inner city residents generally, and to Chicanos, specifically. Pilsen has no hospitals within its boundaries. The Board of Health Infant Welfare Station, which once served the area, moved out a few years ago.

There are only 27 physicians in Pilsen serving a population of approximately 50,000. Of the 27 physicians, 10 are in the area only part time and 6 are more than 60 years old. In addition, more than half the physicians were not trained in this country. Thus, the true patient load per physician is probably between 3,000 and 4,000.

Many residents cannot afford even the medical care that is available, forcing them to seek treatment outside the area, primarily at Cook County Hospital.

Much of the medical care in the community does not meet the needs of the patients. Most of the neighborhood physicians work in "clinics" where they practice "assembly line" medicine. Patients are processed as fast as possible so that the most profit can be made from fees which are lower than those in wealthier areas.

Many of the prescriptions are not labeled in Spanish, and the instructions for their use are given in English. The language barrier keeps many neighborhood residents from knowing about and taking advantage of the medical resources which are available.

Hospital emergency rooms, in addition to conducting business in an alien language, were never intended to serve as primary care to the hundreds of thousands of poor people who use them that way. It is estimated that more than two-thirds of the visits to hospital emergency rooms are for non-emergencies. Cook County Hospital's Admitting Division has become so overcrowded that the average wait before seeing a doctor for all except emergency trauma cases is three hours.

Hospital outpatient clinics are likewise overcrowded and under-staffed. Patients are shuttled from one clinic to another, usually seeing a new physician with each visit, after agonizing waits. Medical care is rarely available at times convenient to patients. Most clinics are open only during times when the patients must be at work. Chicago Board of Health is even worse.

There is a desperate need for adequate medical care. This care must not only meet the highest professional standards, but must also be truly available at a cost which is affordable and serious efforts must be made to bridge the cultural gap.

BJHC was established on May 27, 1970 by a group of community residents and young professionals working as volunteers and with the support of the Brown Beret Organization and the Neighborhood Service Organization, which provided the building (Howell Settlement House, now Casa Aztlan). The building was partially renovated by community residents to provide space for the center.

Goals and Objectives

From the beginning, BJHC was a community-controlled medical program will the following goals:

a) To improve health care services in the community.

b) To bring the community into a more effective relationship with existing resources for its health care.

c) To seek to develop new resources for health services.

d) To develop a longitudinal record of health care for the individual residents in the area.

e) To provide training for community residents for all positions in the BJHC.

f) To educate interns and residents to the realities of life in poor areas, who both are responsible for many medical problems and raise difficulties for their treatment.

g) To build a system insuring maximum continuity of care to foster a relationship in which physicians and patients see each other as individuals.

h) To develop data which can be used to evaluate the efficiency of this design for the delivery of medical services.

i) To give free medical assistance to people who could not afford it, or did not have access to any other type.

j) To serve mainly Chicago Chicano community residents.

The BJHC was certified as a General Not For Profit Corporation by the Office of the Secretary of State on 27 August 1973 and received permission to operate as a dispensary on April 18, 1973 until the first day of January, 1974.

Staff and Budget

From the beginning until 1972, BJHC operated on donations alone. There was only one salaried person, the Director. He was paid through funds provided by the Neighborhood Service Organization ($7,000 a year).

In July of 1972, the BJHC received a $52,600 grant from HSMHA by way of 314(e) monies. This grant was renewed in July of 1973, for a total amount of $55,230. These HEW funds were specifically allocated for administrative support services. The estimated budget for the period 1973-74 is detailed below:

a) Personnel Services Paid through HEW grant		Annual Salary Rate
Director		$10,500.00
Clinic Administrator		$10,500.00
Family Worker		$8,400.00
Youth Worker		$8,400.00
Community Worker		$8,400.00
Secretary		$6,300.00
	Subtotal	$52,500.00
Fringe Benefits		$2,730.00
	Total	$55,230.00

b) Personnel Services
Estimation of Volunteer Services

Physicians (3) 1,950 hrs. @ $25	$48,750.00
Pharmacist (1) 650 hrs. @ $15	$9,750.00
Registered Nurse (2) 1,300 hrs. @ $7	$9,100.00
Laboratory Technician (1) 650 hrs. @ $4	$2,500.00
Health Aids (3) 1,950 hrs. @ $2	$3,900.00
Patient Advocate (5) 3,250 hrs. @ $2	$6,500.00
Total	$80,500.00

c) Supplies and Equipment provided by Health and Hospital Governing Commission through Cook County Hospital $7,800.00

d) Supplies and Equipment from other donations Not estimated

e) Facilities available Not estimated

Current Estimated Annual Budget $143,530.00

f) Personnel Services	Annual Salary Rate
Physician (full time)	$18,000.00
Nurse (full time)	$10,000.00
Lab Technician (part time)	$4,500.00
Total	$32,500.00

g) Van for transportation $5,000.00

Total Budget Increase $37,500.00

The budgeted staff includes:

Director

Functions: Negotiates with governmental agencies, seeks relationship and services of health care institutions, seeks out training programs and educational opportunities; public relations.

Clinic Internal Director (Also called Project Coordinator)

Functions: Responsible over administrative, professional, clerical, volunteer and maintenance activity.

Community Worker

Functions: Interaction with other agencies and organizations working in conjunction with other field workers and staff on problems relating to health care and other services.

Family Worker

Functions: A direct service worker for all patients and families.

Youth Worker

Functions: Youth related problems are his responsibility. Also involved in developing social and recreational functions.

Secretary

Functions: Office administration

There is also a 16 person volunter Board of Directors for Benito Juarez Health Clinic. The function of the Board is making policy for the clinic, determining the relationship with other health institutions and other organizations. The Board also runs the organization and internal management of the clinic. The Board also resolves policy on non-medical issues, orients medical staff to neighborhood needs and raises some operating funds and solicits equipment.

Forty or more volunteers have assisted BJHC in the following areas:

	File Clerk
Interpreting	Vitals
Laboratory Technicians	Screening

The volunteers also assist people with transportation, messages, carriage of medicines, etc.

Services Provided Within:

1. Preventive Health Care:
   - A. Physical examinations for adults and children
   - B. Well baby clinic (every other Monday, 6:00 to 9:00)
   - C. Immunizations
   - D. Prenatal care
   - E. Gynecological examinations

2. Curative Health Services:
   - A. Internal Medicine
   - B. Pediatrics
   - C. Obstetrics and Gynecological
   - D. Ear, Nose and Throat

3. Laboratory Services:

A. White Blood Count
B. Veneral Disease Tests
C. Blood and Urine Glucose
D. Blood Urea Nitrogine Tests
E. Urinalysis
F. Pap Smears (As a routine on OB-GYN visits)
G. Throat Cultures

4. Referral Services:*

A. Dermatology to Cook County Hospital, Univessity of Illinois and Fantus Clinic
B. ENT to Cook County ENT Clinic
C. X-ray to Fantus Health Center
D. Emergencies to Cook County Hospital
E. OB and GYN to Fantus Health Center
F. Mental health problems to Pilsen Mental Healti. Clinic
G. TB screening to T.B. Sach clinic

*Most of the time, BJHC's personnel make the appointments and provide the transportation.

5. Pharmacy Services:

BJHC provides free medicines (if available) for the clinic patients and even for those that have been referred when they come back after the referral visit. The pharmacy is surprisingly well supplied through donations from physicians, drug laboratories and Cook County Hospital.

6. Social Services:

Guide and information about health services available in Chicago for Spanish-speaking people.

Translation service for Spanish-speaking people.

Family service for social problems.

Youth Service for young Mexican-American people. BJHC has become an attraction center for many of them and has been incorporated into community work through hhe clinic.

Clinical Record File Data

The evaluators made a survey on 1014 of the total 4,700 (+ 100) clinical records, to know the actual amount of "active" and "passive" filed clinical records regarding the date of the patient's last visit.

The results are shown in the following Table:

Date of Last Visit	Clinical Records Surveyed	
	Number	Percent
Before 1973	619	61.0
Jan. to June 1973	179	17.7
July to December 1973	216	21.3
Total	1014	100.0

These results show that during 1973, nearly 40% of the registered patients have received some service from BJHC. If the total number of clinical records are from patients currently attending the clinic and that all of them live in Community Area #31, BJHC is giving services to 10% of the population.

Cost of Medical Services

With the numbers available, it is possible to approximate the cost of each medical service. There are two alternatives for such approximation, both of them assume that no services other than medical are provided, that there are no building and facility expenses other than those specified on the budget, and that each patient's visit includes, on the average, one prescription and one lab test.

The first alternative takes into account the real amount of money expended, and excludes the value of volunteer's work: $63,000 annual expenses divided by 3386 total annual clinic visits = $18.60 per visit.

The second alternative takes account of the total annual budget, including the estimation for the volunteer's work value: $143,530 annual expenses divided by 3386 total annual clinic visits = $42.40 per visit.

If the BJHC were operating every day, and had adequate technical assistance to provide better organized health programming, the cost per patient could be substantially lowered.

Relationship with Other Institutions

The formal supporting relationships which are necessary for a volunteer people's clinic of this type to be effective do not exist. The professional volunteers who man the clinics do so out of a sense of societal duty, or to gain community health experience, rather than as a result of any formal, institutional commitment. Thus, scheduling of physicians is often difficult and haphazard, and finding replacements for volunteer physicians who,

at the last minute, are not available for clinic work, is virtually impossible.

The evaluators discussed this situation with administrators at Cook County Hospital. These individuals commented extensively about the BJHC operation, and it was obvious that they were unwilling to commit their institution to any volunteer operation with them. The reasons they gave related to the "non-professional manner" in which BJHC was run; the relatively low standard of medical care that the clinic management required; and the lack of opportunity for meaningful learning experiences for medical personnel in training.

Some evidence suggests that the relationship between the Brown Berets and the BJHC has had the effect of discouraging more conservative members of the profession from becoming involved.

Technical Assistance Received

An evaluation was conducted by a migrant health representative concerning the needs of BJHC. There was also a study which focused on the development of a third-party reimbursement system for the BJHC made by Macro Systems, Inc. Other than this, there has been no other formal, technical assistance. Regional HEW staff reported that other technical assistance which had been offered had generally been refused by BJHC.

Clients

The evaluators conducted personal and phone interviews with a sample of clients. Some of the important findings include:

1. Between 50% and 60% of the people interviewed speak no or limited English.

2. Most people learned about the BJHC from a friend, neighbor, relative, or from some community meeting or organization.

3. Approximately 40% of the patients came the first time for health control and a similar percentage came for some specific disease.

4. Clients reported that BJHC has been very helpful for them and their families. They report that they received a useful, personal treatment. For most of the patients, the location of the clinic is ideal.

5. More than 50% of those interviewed would like to have some degree of participation in the clinic's operation, and think that BJHC is very necessary for the community.

Volunteer Physicians

The evaluators had personal interviews with five of the physicians currently working at BJHC. Their opinions can be summarized as follows.

1. They are working on a volunteer basis because of idealist reasons, or, in the case of medical students and interns, because they want to be exposed to some sort of community health care, and to improve their skills in ambulatory care.

2. They report a basic agreement with the philosophy of BJHC in terms of the manner in which it addresses health problems of the community it serves. In this regard they emphasized the importance of primary community motivation to seek health care.

3. They think that the BJHC has been successful primarily because of the tremendous committment of the people involved, and through the personal perseverance and efficiency of the Internal Director. They commented that this situation cannot be sustained forever and that BJHC needs economic and technical support from the health institutions of Chicago, while, at the same time, these health institutions must respect BJHC's freedom to have real participation in making the policy and managing the funds.

Summary and Conclusions

1. The Benito Juarez Free People's Health Clinic was established in response to a distinct and recognized need in the Pilsen Community. The health needs in this area are immense, as is the case in any urban poverty area. The problem in Pilsen is compounded by a general lack of English ability on the part of potential clients. For a clinic to be successful it requires a location convenient to its potential clients, a staff which has extensive bilingual capability, and an openness and organization which will encourage rather than discourage client participation. At the same time, it requires the professional and technical resources of any major health clinic.

2. The BJHC has provided health services to a large number of individuals from the immediate area. The evidence suggests that the recipients of the service have been very satisfied with the treatment provided them at the clinic. However, members of the local health institutions question the quality of this treatment. The evaluators were unable to assess definitely the level of care provided. It seems apparent that the care provided by BJHC is better than no care at all, which is perceived as the alternative by a majority of Benito Juarez clients interviewed. On the other hand, it seems reasonable to assume that the quality and amount of treatment could be increased.

3. The lack of formal relationship with established community health institutions is unfortunate. It is doubtful if a clinic such as this can function for any extensive period of time without such formal agreements. BJHC appears to be unwilling to forego any of its control and organizational operation perogatives in return for formal relationships with, for example, Cook County Hospital. Similarly, the various health institutions which could be useful to BJHC through formal relationships have been unwilling unless BJHC allows them a certain degree of input and quality control. Unfortunately, the people who will suffer the most from the inability of the two sides to cooperate are the potential clients from the community.

4. The final item is not so much a conclusion as an impression. During the initial visit with the staff at BJHC, the evaluators were informed by the Internal Director that (a) he did not anticipate refunding by HEW and (b) he was convinced that HEW funding had caused him as many problems as it had alleviated. He related that during the first year of operations when no federal funds were available, he was able to operate the clinic completely with volunteers. When the additional funds for administration were awarded by HEW he, with the assistance of his Board, were required to determine which, if any of the former volunteers, were to become salaried and which were not. Since the clinic now had funds, they attempted to employ "more qualified" individuals than they were able to obtain on a volunteer basis. As a result, a number of his volunteers who did

not become salaried left and he was forced to begin a volunteer recruitment program all over again.

ABSTRACT

Assessment of the Principal
Needs of the Spanish-Speaking
in Chicago

and

Evaluation of Street Projects
for the Spanish-Speaking
in Region V, HEW

HEW-5-73-0101

Title: Volume I -- Assessment of the Principal Needs of the Spanish-Speaking in Chicago

Contract Number: HEW-5-73-0101

Sponsor: Department of Health, Education and Welfare
Region V - Chicago, Illinois

Contractor's Name and Address:

Vasquez Associates, Ltd.
1744 North Farwell Avenue, Suite #208
Milwaukee, Wisconsin 53202

Page Reference

I. Statement of Problem

1-35 Chicago's fastest growing minority group, and one of its most economically disadvantaged, is the Spanish-speaking. The major portion of this study is devoted to the determination of needs for health, education and social welfare services of the Spanish-speaking in Chicago, and to draw inferences about the degree to which HEW funds and services in Chicago are reaching this specific minority and the extent to which these funds/services are having an impact upon them.

II. Evaluation Objectives

Specific Evaluation Objectives included:

1 A. Compiling valid and reliable estimates of the true Spanish-speaking population in Chicago.

35 B. Compiling valid and reliable estimates of the extent to which existing HEW-supported services in the areas of health, education and social welfare services were reaching the Spanish-speaking population.

89 C. Ascertaining the types and relative importance of needs of the Spanish-speaking in the areas of health, education and social welfare services.

117 D. Providing a series of recommendations upon which HEW can base the future programming of target services and funding decisions to most effectively reach the Spanish-speaking.

III. Evaluation Methodology

1-34 A. Estimates of the size of the true Spanish-speaking population in Chicago were computed utilizing 1970 census data enriched with comparisons from public

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elementary and high school populations in Chicago, known estimates of the 1970 U.S. Census undercounts, and data drawn from a variety of other official sources. Supplementary data was drawn from a survey conducted as a part of III, C, below.

35-37 B. Estimates of the extent to which existing HEW-supported services in the areas of health, education and social welfare were reaching the Spanish-speaking population were developed through direct personal, telephone and mail contacts with all of the HEW-supported agencies in Chicago which serve a client population.

78-81, 82-84, 83-88, 89-91 C. In order to ascertain the types, and relative importance of needs which are currently being unmet, 732 Spanish-speaking respondents were drawn from HEW-supported agencies and interviewed by trained, bilingual staff. Further, interviews with agency staffs and other individuals who have demonstrated concern for the needs of the Spanish-speaking in Chicago were conducted.

92-116, 117-125 D. Based upon the data drawn from B, and C, above, conclusions and recommendations were drawn concerning future programming and funding priorities which will provide a higher degree of HEW-related services to the Spanish-speaking.

IV. Major Findings and Recommendations

117 A. Puerto Ricans and Mexican Americans were found in the sample in almost equal numbers, precisely as would be predicted from the 1970 Census data. Cubans comprise less than 5% of the sample of the study, although the 1970 Census data suggested that approximately 8% of the Spanish-speaking in Chicago were Cuban.

118 B. Approximately 17% of the sample was composed of migrants from other Latin American countries. This was a much greater percentage than was predicted from available data.

118 C. More than 90% of the sample reported that they were born somewhere other than the continental United States. Eighty-five percent (85%) of the Mexican Americans report that they were born in Mexico.

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118-119 D. More than 30% of the sample had lived in Chicago for three years or less and consequently were not included in the 1970 Census for Chicago. This data strongly suggests that the Spanish-speaking population in Chicago is continuing to grow at impressive rates.

119 E. Over 75% of the sample reported a "less than high school graduation level".

119 F. The Spanish-speaking population of Chicago is not proportionally represented in a number of areas such as higher education enrollment, high school graduates, public school teachers, and administrators, and the like.

120-121 G. The typical Spanish-speaking HEW client came to Chicago from somewhere else -- probably Puerto Rico, Mexico, or Central or South America. He/she is poorly educated, generally unemployable in any but the lowest skilled jobs, and verbalizes a need for English language instruction. He/she is most concerned with finances: the programs and services which they need are perceived as too expensive for them. The agencies they do approach are managed and staffed primarily by non-Latinos, most of whom do not understand either their language or their culture. Other services which they could use are often "outside" their neighborhood, and they are hesitant to leave the neighborhood for any reason. The Head of the Household is likely to be employed (62% were). If a woman, she has a one in four chance of being the Head of the Household.

121 H. Recommendation 1

Procedures which "extend" the services of existing agencies into Spanish-speaking neighborhoods should be expanded.

121 I. Recommendation 2

All agencies which serve the Spanish-speaking, and particularly in the Spanish-speaking neighborhoods should be staffed with Spanish-speaking employees.

121 J. Recommendation 3

Special program of professional training and development should be provided for Spanish-speaking participants.

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122 K. Recommendation 4

Special attention be given to the potential and actual Spanish-speaking school dropout.

123 L. Recommendation 5

Consideration be given to establishing one or more vocational education program centers designed specifically for the Spanish-speaking young adult in Chicago.

123 M. Recommendation 6

Emphasis be given to communicating program information referencing HEW programs and services to the Spanish-speaking of Chicago in a more effective manner.

124 N. Recommendation 7

Programs should be implemented which are designed to meet the needs of the Spanish-speaking in the following areas:

1. Education at all levels
2. Spanish-speaking representation in all programs for the Spanish-speaking
3. Continued provision of needed services for the Spanish-speaking

125 O. Recommendation 8

HEW agencies and programs which serve diverse ethnic clientele should systematize their record keeping procedures to provide valid and reliable assessment of "fair share" delivery of services.

Title: Volume II: Evaluation of Street Projects for the Spanish-speaking

Contract Number: HEW-5-73-0101

Sponsor: Department of Health, Education and Welfare
Region V - Chicago, Illinois

Contractor:

Vasquez Associates, Ltd.
1744 North Parwell Avenue, Ste. #208
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Page Reference

I. Statement of the Problem

1 The evaluation activities which focused on nine (9) Street Projects designed for the Spanish-speaking and funded by Region V of the Department of Health, Education and Welfare were intended to provide measures of the operational effectiveness and to evaluate the relative impact of project services on service recipients.

II. Evaluation Objectives

2 The evaluation was designed to produce actionable recommendations for improving project practices and procedures. The results of the evaluation were intended to assist HEW in considering whether specific projects should be continued or discontinued, but more importantly to assess the utility of the approach by which special focus, community-based programs were funded and operationalized on a short term basis.

III. Evaluation Methodology

3-4 The evaluators gathered information on which this evaluation was based through interviews with administrative staff and clients of the special projects, review of existing project records, interviews with project board members and staff members from referral agencies, and site visits by evaluators with expertise in areas appropriate to the focus of the street project.

IV. Major Findings and Recommendations

4 A. Most projects had a set of goals and objectives which were so diffuse as to be meaningless, or so ambitious to be unrealistic.

5 B. As a general rule, it was impossible to determine the extent to which the projects were meeting their goals and objectives, except in the most inferential sense.

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6 C. As a general rule, the nine street projects were meeting needs and providing services to the Spanish-speaking which otherwise were not available, or were perceived by the clients to be unavailable or at least inconvenient, to the program participants.

6 D. For the most part, the street projects were ineffective in developing non-HEW support for program expansions, or for the continuation of the program following termination of HEW funding.